

THE *Action* CHALLENGE

STRATEGIC DIRECTIONS FOR RECREATION

S U M M A R Y

Action Challenge Committee

Funded by the Ministry of Municipal Affairs, Recreation and Culture. Honourable Rita M. Johnston, Minister

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THE *Action* CHALLENGE

10 September 1989

Hon. Rita Johnston
Minister
Municipal Affairs, Recreation and Culture

Dear Minister:

The Action Challenge Committee is please to present you with its final report and recommendations. We are grateful for the excellent advice and support that we received from the recreation community and we are proud of the result of our work.

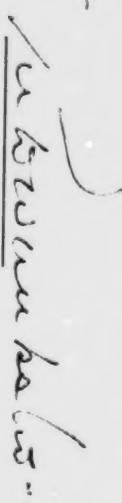
In undertaking the Action Challenge, we conducted extensive literature reviews, researched numerous recreation systems, conducted a number of investigations, consulted national, provincial and local specialists and organizations in recreation, listened to presentations by recreation organizations and reviewed 173 organizational and individual responses to the Action Challenge Discussion Paper. These responses represented hundreds of thousands of individuals involved in recreation pursuits in British Columbia.

Our report is a positive, pro-active and forward-looking document. We have attempted to establish long term directions of relevance and value to any recreation system. We have also provided the initial means by which these directions can be undertaken by participants in the system.

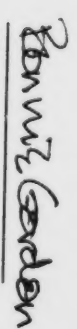
The task now must be taken to its next level of detail. In the coming year, the recreation community must be challenged to prepare participation and excellence development plans that relate to the goals and objectives of this report.

We sincerely believe that the recommendations in this report will help increase participation and excellence in recreation and will help the people of British Columbia achieve new levels of well being.

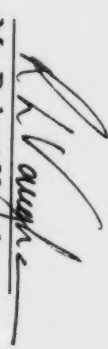
Yours Respectfully,


Peter W. Webster
Chair


Mrs. May Brown
Member


Ms. Bonnie Gordon
Member


Mr. W. R. (Butch) Green
Member


Mr. Robert Vaughan
Member

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SECTION 1:
THE CURRENT SITUATION

INTRODUCTION

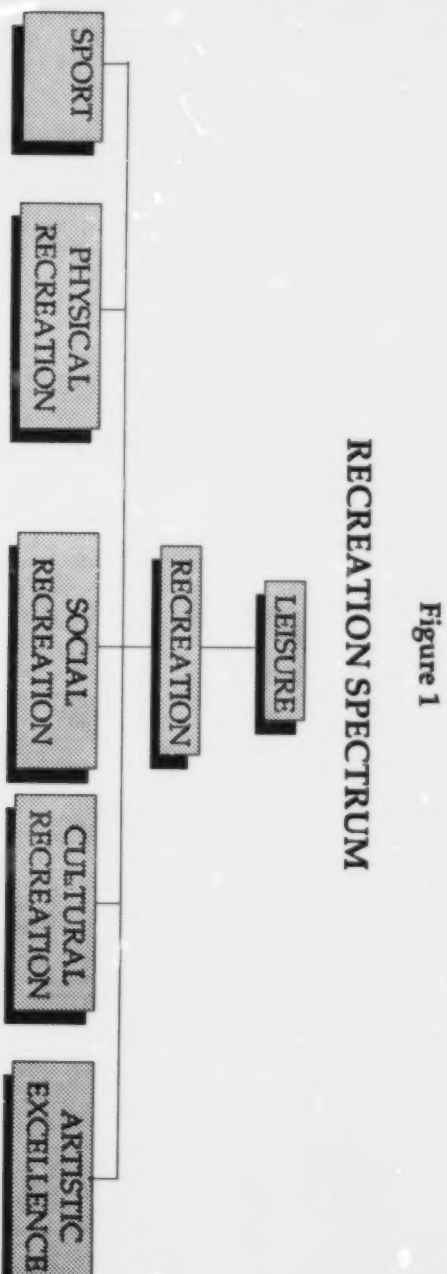
In December, 1988, the Sport and Recreation Advisory Council was asked to prepare a strategic plan for recreation and sport in British Columbia. To accomplish this, the Advisory Council appointed The Action Challenge Committee. This report summarizes the report of the committee to the Minister of Municipal Affairs, Recreation and Culture.¹

BACKGROUND

Recreation improves the lives of British Columbians in many ways. It increases our physical, intellectual and psychological well being. It makes us more aware of the importance of a healthy lifestyle and tends to increase our self confidence. The advantages to the individual, in turn, aid society. People who are healthy in mind, spirit and body, contribute positively to the work place, function effectively and appreciate themselves and others. People who recreate outdoors appreciate nature and respect the need to conserve our natural resources. The economy also benefits substantially from recreation. The total economic benefits of recreation in British Columbia, which encompasses the direct and indirect spending associated with participation, including recreational tourism, has been estimated at more than \$5,000,000,000 annually.² For all these reasons, it is of utmost importance that recreation program delivery by all levels in the public and private sector is based on principles that are designed to foster and protect opportunities for participation of all individuals in British Columbia.

DEFINITIONS

Figure 1 represents the Action Challenge Committee's view of the recreation spectrum. In this view, both sport and artistic excellence are components of recreation. Artistic excellence is considered by the Committee to fall outside the scope of this project.



DEFINITIONS FOR THE RECREATION SYSTEM

CULTURAL RECREATION

CULTURAL RECREATION IS A COMPONENT OF RECREATION AND PERTAINS TO ACTIVITIES INVOLVING THE VISUAL, PERFORMING AND LITERARY ARTS, HERITAGE CONSERVATION, KNOWLEDGE SERVICES, NATURAL HISTORY, MULTI-CULTURALISM AND MAY INVOLVE COMPETITION AND/OR PHYSICAL ACTIVITY.

LEISURE

LEISURE IS A PERIOD OF TIME IN WHICH THE INDIVIDUAL, AT WILL, MAY UNDERTAKE ACTIVITIES FOR EITHER RELAXATION, DIVERSION, OR BROADENING OF INDIVIDUAL AND SPONTANEOUS SOCIAL PARTICIPATION, THE FREE EXERCISE OF INDIVIDUAL CREATIVE CAPACITY.³

PHYSICAL RECREATION

PHYSICAL RECREATION IS A COMPONENT OF RECREATION AND IS PHYSICAL ACTIVITY IN WHICH AN INDIVIDUAL OR GROUP IS ENGAGED FOR PURPOSES OF FITNESS AND ENJOYMENT AND MAY INVOLVE COMPETITION.

RECREATION

RECREATION IS ALL THOSE THINGS THAT A PERSON OR GROUP CHOOSES TO DO IN ORDER TO MAKE LEISURE TIME MORE INTERESTING, MORE ENJOYABLE AND MORE PERSONALLY SATISFYING. RECREATION IS NOT CONFINED SOLELY TO SPORT AND PHYSICAL RECREATION PROGRAMS, BUT INCLUDES ARTISTIC, CREATIVE, CULTURAL, SOCIAL AND INTELLECTUAL ACTIVITIES.⁴

RECREATION COMMUNITY

THE RECREATION COMMUNITY ENCOMPASSES ALL PUBLIC AND PRIVATE GROUPS, ORGANIZATIONS AND INDIVIDUALS THAT ARE INVOLVED IN SOME ASPECT OF RECREATION IN BRITISH COLUMBIA.

RECREATION FACILITY

A RECREATION FACILITY IS AN INDOOR OR OUTDOOR STRUCTURE, NATURAL FEATURE, OR A COMBINATION THEREOF, THAT IS ESSENTIAL FOR UNDERTAKING RECREATION PURSUITS.

RECREATION SYSTEM

THE RECREATION SYSTEM ENCOMPASSES ALL MEMBERS OF THE RECREATION COMMUNITY, THEIR COLLECTIVE ORGANIZATIONS, THE PROCESSES, FUNCTIONS AND SERVICES THAT THEY PERFORM AND THE SUPPORT SERVICES SUPPLIED TO KEEP THE COMMUNITY AND ITS ORGANIZATIONS OPERATING.

SPORT

SPORT IS A COMPONENT OF RECREATION AND HAS THREE ESSENTIAL ELEMENTS:

1. SPORT REQUIRES THAT PARTICIPANTS EXECUTE PHYSICAL AND MENTAL SKILLS WHICH REQUIRE PRACTICE OR PREPARATION TO IMPROVE OR PERFECT.
2. SPORT INVOLVES COMPETITION AGAINST OTHER PARTICIPANTS, ONESELF OR NATURE. LEVELS OF COMPETITION RANGE FROM THOSE FOR THE BEGINNING PARTICIPANT TO THOSE FOR INTERNATIONAL COMPETITION.
3. SPORT OCCURS IN A STRUCTURED AND ORGANIZED ENVIRONMENT, AND IS COVERED BY RULES.⁵

THE RECREATION ENVIRONMENT

British Columbia is changing rapidly. Owing to immigration from abroad and from other parts of Canada, its population is growing, aging and changing in cultural make-up; women are forging new roles in the community; and its values are also evolving. As a result, the recreation community needs to be prepared to accommodate the many changes that are taking place in the province. Some areas in which the recreation system will need to respond are:

- programming for adults, especially older adults
- integration of newcomers
- access to and use of facilities
- development of new programs and opportunities
- demands on programs and facilities during after work hours
- programs for children at or near schools and other community facilities
- programs for an increasingly sophisticated client group
- low cost opportunities for people with few economic resources
- recognizing and rewarding volunteers
- preserving and maintaining quality outdoor recreation areas
- social aspects in programs
- high performance opportunities
- access to facilities and programs for people with disabilities
- marketing recreation to become more self-sufficient
- working together for effective and efficient use of resources

The strategic plan for recreation in British Columbia develops approaches to incorporate change that is occurring at the moment, and to anticipate changes that are predicted for the future. The Action Challenge Committee developed a plan that is flexible enough to deal with presently unforeseen shifts in trends and changes.

INDIVIDUAL PARTICIPATION

We believe that the recreation system should be set up as much as possible to provide support and encouragement to individuals to participate in recreation opportunities. The system should facilitate the movement or development of the individual along the path from initial exposure to ongoing casual participation and/or excellence by providing an effective support system. The strategic plan reinforces participation and supports this progression to excellence.

Figure 2 illustrates the development options available for an individual in recreation.

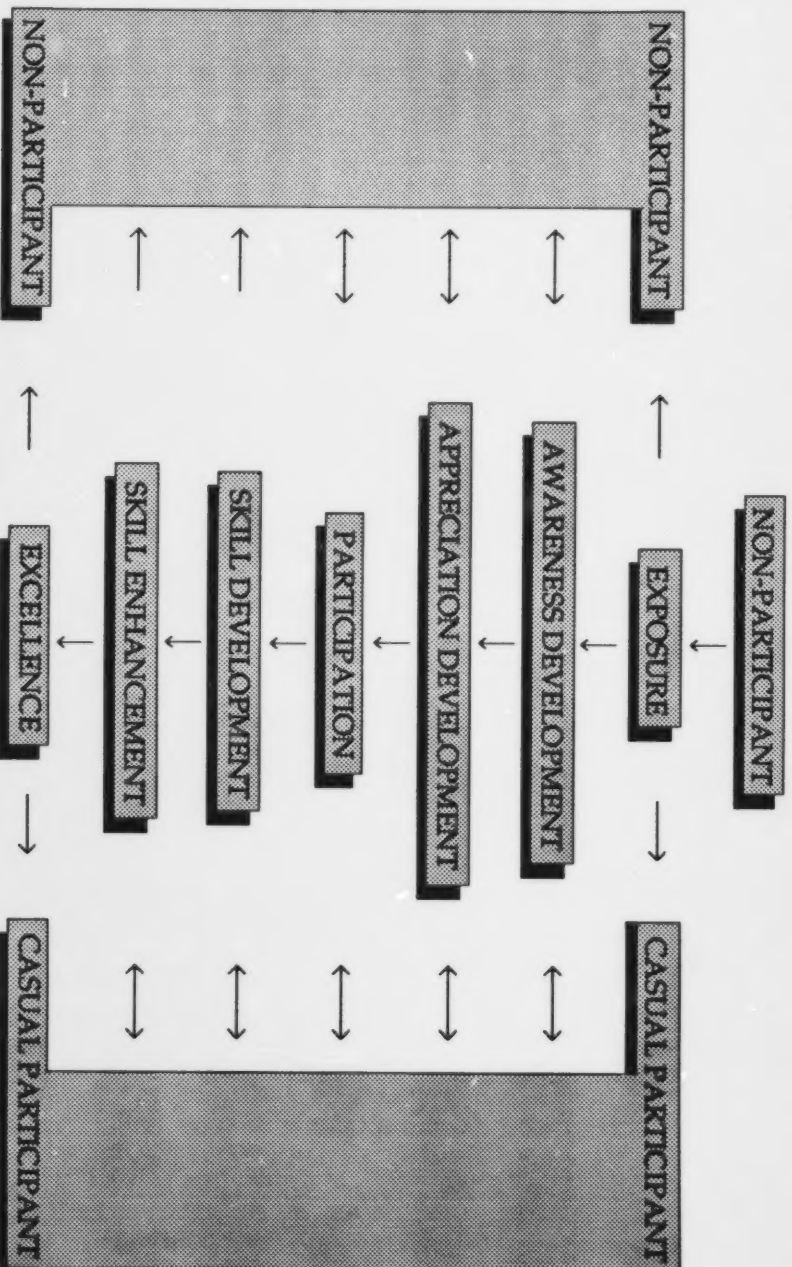
In this model, a non-participant of any age becomes exposed to recreation and either remains a non-participant or sets out on a path to participation and may develop through awareness and appreciation toward excellence or ongoing casual participation. While ideally a child is exposed to recreation in the home, the role of the education system in exposure, awareness and appreciation is also critical. If children have a strong positive exposure to recreation options while in school, they will have a good chance of continuing as participants through the school years and beyond.

Awareness development may occur by enabling an individual to learn about various forms of recreation. At the appreciation development stage, the individual understands the benefits of recreation in general and begins to experiment with specific activities. By this stage, participants usually begin to value recreation as a personal leisure choice.

An individual can become a participant in recreation by being exposed through any number of ways. By the same token, an individual can drop out and then return to participation at any stage in the development process. It is important, therefore, that the system support the pre-schooler, school-age child, post secondary student and adult of any age in the "exposure" and "awareness development" levels on the model.

INDIVIDUAL PARTICIPATION AND DEVELOPMENT IN RECREATION

Figure 2



An active participant in recreation should be encouraged toward skill development. Although the education system may continue to play a critical role at this stage, individuals may also participate and obtain support through a community group, an organization or club, or may even choose to develop their skills in an unstructured and unorganized manner. Other individuals such as coaches, instructors and peers often become increasingly important as the individual develops skills in specific activities.

By the time individuals reach the skill enhancement stage, they are well along the road to excellence. Even if they become casual participants at this time, the skill level and cultural commitment will likely remain high. If they choose to remain in the excellence stream, it is likely that they will be competing at the provincial or national level of expertise. This will involve the support and encouragement of provincial organizations, with their specialized coaching and sophisticated infrastructure.

THE VISION

The Action Challenge Committee's vision of the recreation system for the future is:

ALL BRITISH COLUMBIANS SHALL APPRECIATE AND VALUE THE SOCIAL, CULTURAL, ECONOMIC AND WELLNESS BENEFITS OF RECREATION. THE RECREATION SYSTEM WILL BE THE COLLABORATIVE RESPONSIBILITY OF INDIVIDUALS, GROUPS, COMMUNITIES, GOVERNMENT AND THE PRIVATE SECTOR. ALL BRITISH COLUMBIANS SHALL HAVE THE OPPORTUNITY FOR ACCESS TO QUALITY PROGRAMS AND FACILITIES. ALL PARTICIPANTS SHALL HAVE OPPORTUNITIES TO PURSUE THEIR CHOSEN ACTIVITIES TO THE EXTENT AND SKILL LEVEL THEY CHOOSE. ALL PARTICIPANTS SHALL BE ENCOURAGED TO PURSUE THEIR PERSONAL LEVEL OF EXCELLENCE IN THEIR ACTIVITIES. THE ORGANIZATIONAL SYSTEM WILL BE MANAGED IN A COORDINATED AND COOPERATIVE MANNER BY VOLUNTEERS AND/OR STAFF, WILL BE EFFECTIVELY FUNDED, PROPERLY PLANNED, AND RESPONSIVE TO THE EVOLVING NEEDS OF ITS USERS.

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SECTION 2:
LONG TERM DIRECTIONS

INTRODUCTION

Long term directions for the recreation system must grow out of an established and accepted mission. The goals and objectives that focus and elaborate the mission are related to the vision and are bounded by what we believe, value and appreciate. This section of the report presents the recommended long term directions for the recreation system in British Columbia: its mission, goals and objectives.

MISSION FOR THE RECREATION SYSTEM

TO PROVIDE OPPORTUNITIES AND ENCOURAGE PARTICIPATION IN RECREATION, IN ORDER TO ENHANCE AND STIMULATE THE PHYSICAL, ECONOMIC, SOCIAL, CULTURAL, AND PSYCHOLOGICAL WELL-BEING OF INDIVIDUALS AND COMMUNITIES IN BRITISH COLUMBIA.

SYSTEM GOALS

The following 10 System Goals and associated Objectives were developed to achieve the very best realistic recreation system for British Columbia.

These goals and objectives are presented as a challenge for all partners in the recreation system. For the recommended system to work, the entire recreation community must seek to contribute to their success by basing their individual plans on these goals and objectives.

Goal 1.0 To promote and support the development and management of an effective and efficient recreation system.

Management Objectives

- 1.1 To promote the development and ongoing maintenance of sound organizational management at all levels in the system.
- 1.2 To promote the development and ongoing maintenance of a system in which each component organization has roles and functions that are as clear and distinct as possible.
- 1.3 To promote the development and ongoing maintenance of effective communication, coordination and collaboration between all the constituent parts of the system.
- 1.4 To develop a system where the ongoing management and program delivery is the result of regular input from participants, volunteers and staff.
- 1.5 To promote the development of a system that maximizes its service to participants and its efficiency in resource expenditure on administration.
- 1.6 To promote the development of a system that is responsive to public needs and sensitive to the needs of the individual.
- 1.7 To develop a system that is community based.
- 1.8 To promote the development of a system that encourages and maintains quality leadership at all levels within the system.
- 1.9 To promote the development and maintenance of a recreation research and planning function, recreation data base, and a monitoring and evaluation function to allow for ongoing enhancement and development of the system.

Goal 2.0 To develop an appropriate, stable, and diverse financial base for the recreation system.

Financial Objectives

- 2.1 To ensure that public funds are expended with the objective of achieving the System Goals for recreation.
- 2.2 To encourage the development of a joint municipal/provincial strategy in the provision of funds to recreation at the community level.
- 2.3 To ensure that public funds are managed with accountability and expended within an ongoing evaluative framework.
- 2.4 To establish an efficient financial management approach to the recreation system.
- 2.5 To develop a strategy that assists the recreation community in increasing its financial self sufficiency.
- 2.6 To develop a financial strategy that will encourage and support short and medium term planning by recreation organizations.
- 2.7 To encourage the development of funding mechanisms that ensure that the maximum proportion of funds are expended on participants and leadership.
- 2.8 To encourage the development of funding mechanisms that ensure maximum efficiency in the expenditure of funds on the administrative support of the system.
- 2.9 To encourage the development and use of decision-making and appeal processes that are equitable in the allocation of funds to components of the system funding.
- 2.10 To develop a structure to ensure central accountability in the expenditure of public funds in the recreation system.

Goal 3.0 To foster an ongoing awareness and appreciation by all British Columbians of the social, cultural, economic and wellness benefits of recreation.

Awareness Objectives

- 3.1 To inform all British Columbians of the social, cultural, economic and wellness benefits of recreation.
- 3.2 To develop strategies for effective use of the media in informing British Columbians of the benefits of recreation.
- 3.3 To develop a variety of educational materials for use in the community that inform British Columbians of the social, cultural, economic and wellness benefits of recreation.
- 3.4 To develop and deliver an ongoing community information series regarding the social, cultural, economic and wellness benefits of recreation.
- 3.5 To support and encourage the development and integration of a well-rounded ongoing curriculum package for the education system, that would encourage growth in awareness and appreciation by students of the rewards of recreation.
- 3.6 To develop and implement an ongoing marketing strategy focussing the benefits of participating in recreation on groups and individuals that are under-represented or not served by the system.

Goal 4.0 To encourage all British Columbians to participate in recreation.

Participation Objectives

- 4.1 To facilitate the development of a recreation resource inventory system containing the location, types, availability of public and private recreation programs, facilities and events at the community, regional and provincial level.
- 4.2 To develop and implement an ongoing marketing strategy of publicizing recreation programs, facilities and events based on thorough research.
- 4.3 To facilitate positive and motivating introductory experiences for the participant in recreation activities.
- 4.4 To increase direct exposure of British Columbians to recreation through encouragement and facilitation of mass participation events, recreation demonstrations, participation in multi-sport games and activity-specific events.
- 4.5 To encourage the retention and enhancement of organized recreation activities in the school system.

Goal 5.0 To provide the widest possible range of recreation programs and facilities for all skill levels.

Programming Objectives

- 5.1 To undertake research and to develop and maintain a detailed data base on the characteristics and trends of the demand for various types of recreation programs, facilities and events throughout the Province.
- 5.2 To encourage the provision of programs, facilities and events that are demand driven and that reflect the needs of the recreation community.
- 5.3 To encourage and support the development and maintenance of programs that offer multi-level entry points based on skill.
- 5.4 To encourage and support the balanced supply of flexible multi-use facilities and activity specific recreation facilities throughout the Province.
- 5.5 To encourage the education system to provide well rounded and demand-driven recreation programming for all students.
- 5.6 To encourage the development of new initiatives in communities through implementation of an ongoing start-up support program.

Goal 6. 0 To make recreation programs, facilities and events accessible to all British Columbians.

Accessibility Objectives

- 6.1 To undertake research and to develop and maintain a detailed data base on the characteristics and trends of the provision of various types of recreation programs, facilities and events throughout the Province.
- 6.2 To promote the development and implementation of standards for recreation facility location, design and construction that ensures reasonable levels of physical access for all British Columbians.
- 6.3 To promote the development and implementation of design and delivery standards for basic recreation programs that should be available to all areas of the Province.
- 6.4 To develop a regional and provincial strategy for the provision of and access to recreation facilities and programs geared toward the development of high performance in physical recreation and sport in British Columbia.
- 6.5 To encourage and facilitate the coordination, cooperation and communication between recreation facility operators, program deliverers and event holders.

Goal 7.0 To provide recreation programs, facilities and events of the highest possible quality to all skill levels.

Quality Objectives

- 7.1 To monitor and evaluate, on an ongoing basis, trends in recreation program design and delivery, facility design and operation and event management.
- 7.2 To encourage the development of Province-wide standards in recreation program delivery, facility design and operation and event management.
- 7.3 To encourage the development of programs, facilities and events that meet the demands and needs of recreation participants and the standards recognized by the recreation community.
- 7.4 To develop and maintain Province-wide programs that employ and foster excellence in leadership, management, program delivery, facility operation, event management, community support, education and participation in recreation.
- 7.5 To develop and maintain Province-wide programs that foster leadership and excellence in recreation training, coaching and instruction.
- 7.6 To develop programs aimed at assisting in the construction, upgrading and retrofitting of recreation facilities to provincial standards.

Goal 8.0 To encourage and assist volunteers, staff and participants in attaining their level of personal excellence.

Personal Excellence Objectives

- 8.1 To develop and deliver an ongoing information program regarding the personal and public benefits of achieving excellence in recreation.
- 8.2 To encourage ongoing research in the physiological and psychological aspects of high performance in recreation.
- 8.3 To facilitate the development of a skill identification and information system.
- 8.4 To facilitate the development and provision of ongoing skill development programs for volunteers, participants and staff in recreation.
- 8.5 To encourage and facilitate holding a range of competitive events.
- 8.6 To encourage the development of a program aimed at assisting participants, staff and volunteers to meet financial and logistical challenges.
- 8.7 To develop and maintain a program intended to counsel participants during the developmental, peak performance and subsequent periods.
- 8.8 To develop and deliver an ongoing program aimed at recognizing and rewarding the achievement of participants, volunteers and staff in recreation.

Goal 9.0 To entrench quality leadership and management in all areas of the recreation system.

Leadership Objectives

- 9.1 To develop a coordinated long-term planning function directed at providing ongoing leadership and impetus for change.
- 9.2 To enhance and build upon the ongoing leadership and management training programs in a manner that reflects the needs of all areas of the recreation community.
- 9.3 To develop and support an ongoing network of qualified coaches, trainers and instructors in recreation.
- 9.4 To develop a coordinated short term planning function directed at providing ongoing leadership in regional and provincial level policy, program, event and facility development.
- 9.5 To install a provincial level evaluation program aimed at maximizing the benefits of recreation programs.
- 9.6 To entrench socially acceptable ethical standards in all areas of the recreation system.

Goal 10. 0 To develop and maintain an effective volunteer system in recreation.

Volunteer Objectives

- 10.1 To develop a data base and undertake ongoing research into the supply, demand and trends in volunteer participation in society.
- 10.2 To design, develop and implement a framework that supports volunteers in the delivery of recreation services.
- 10.3 To integrate the needs and objectives of the volunteer community into the policies and programs of the recreation system.
- 10.4 To develop and support the delivery of a volunteer training program aimed at enhancing skill development.
- 10.5 To develop and support the delivery of a program aimed at assisting recreation managers and administrators to enhance the contributions made by volunteers in recreation.
- 10.6 To develop and implement an ongoing program that recognizes the contributions of the volunteer to the recreation system.

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SECTION 3:
PUTTING THE CHALLENGE INTO ACTION

INTRODUCTION

As a committee, our final and perhaps most important task was to put together an organizational structure which we felt would incorporate roles and responsibilities that would best enable the System Goals and Objectives to be implemented. This phase puts the recreation challenge into action.

EXPRESSED NEED

The following words of advice were offered by an individual who responded to the *Discussion Paper*. They express the feeling of many recreation practitioners.

"Communicate what is happening, commit to supporting good programs; demand accountability; trust the expertise of those in the field; listen, evaluate and act; look for gaps, see why they are there and fill if appropriate; hook up with federal/industry partners; encourage independence without abandonment and support without dependence."

ORGANIZATION

This section of the report describes the organizational structure we developed to meet the Management Goal and its Objectives as outlined on page 17, and to set the framework for the achievement of the nine other Goals and related Objectives that our committee developed. In addition, this section introduces each component of the proposed recreation structure by identifying their function in the system. What the Committee sees as the key actions of the various components of the structure that are essential for successful delivery of recreation services to the people of British Columbia also form an important aspect of this section.

The structure we are proposing here involves those areas within the recreation system in which the Minister of Municipal Affairs, Recreation and Culture has direct jurisdiction and influence.

The Committee suggests that for the system to function properly its community, municipal, regional and provincial partners will need to work collaboratively within the system structure in an ongoing effort to achieve its Mission, Goals and Objectives.

The Committee recommends that the Province, as principal body for leadership in recreation, establish the Goals and Objectives outlined in section 2 of this report, *Long Term Directions*, as Provincial Policy.

DEVELOPING THE STRUCTURE

One of the challenges that the Committee confronted in its deliberations, readings, analyses and discussions was determining the appropriate role for the Province in the recreation system.

On a number of occasions we heard observations such as this:

"We could plan more effectively if the Province would stay out of direct delivery but assist in community-wide direction setting."

The Committee agrees.

WE RECOMMEND THAT DIRECT PROGRAM DELIVERY BE REMOVED FROM THE MANDATE OF THE PROVINCE AND BE INSTITUTED AT ARM'S LENGTH WITHIN THE RECREATION COMMUNITY.

This would provide numerous benefits to the recreation system and its participants. It would enable government to:

- Concentrate its time and resources on policy development and facilitation of the recreation system;
- Focus on assisting the recreation system to operate effectively and efficiently;
- Provide research, planning and strategic direction to recreation; and
- Ensure that the system is seeking to achieve appropriate goals and objectives through monitoring and evaluation.

An arm's length relationship enables:

- Accountability and the assumption of responsibility by the recreation community in program delivery and resource use;
- Flexibility in the system to change within its rapidly changing environment;
- Stability in resource allocation;
- Program delivery that is more product and community focussed; and
- Greater opportunities in program delivery.

The Action Challenge Committee feels that the separation of program delivery from policy direction and facilitation through the formation of a society under the *Societies Act* is the most effective way to achieve the Goals and Objectives established for the system.

SOCIETIZATION

This strategy of using a society structure to achieve an arm's length relationship in program delivery offers:

- The ability of the recreation system to make its own decisions within the overall achievement of provincial goals.
- A strong ongoing link between government and program delivery.
- Autonomy for the recreation community without abrogation of responsibility by the Province.
- An acceptable level of accountability for the expenditure of public funds.
- A reduction of the bureaucracy of initiation and maintenance of the created organization.
- Maintenance of the profile of the Minister responsible for recreation.
- Better ownership of the recreation system at the community level.

PROVINCIAL ROLE

With recreation program delivery being undertaken through an arm's length society, the Province, through a branch in the Ministry of Municipal Affairs, Recreation and Culture, can concentrate its efforts on leadership; by providing recreation policy, facilitation, system stewardship and research to the recreation community.

COMMUNITY ROLE

An advisory board should be continued in order to provide the Minister responsible for recreation and the society with objective and impartial advice on recreation matters and to add depth and sensitivity to the leadership and program activities of the Ministry and society.

THE STRUCTURE

THE COMMITTEE RECOMMENDS THAT THE MINISTER CREATE A PROVINCIAL GOVERNMENT AGENCY TO BE CALLED RECREATION SECRETARIAT AND TO BE RESPONSIBLE FOR LEADERSHIP AND FACILITATION IN RECREATION.

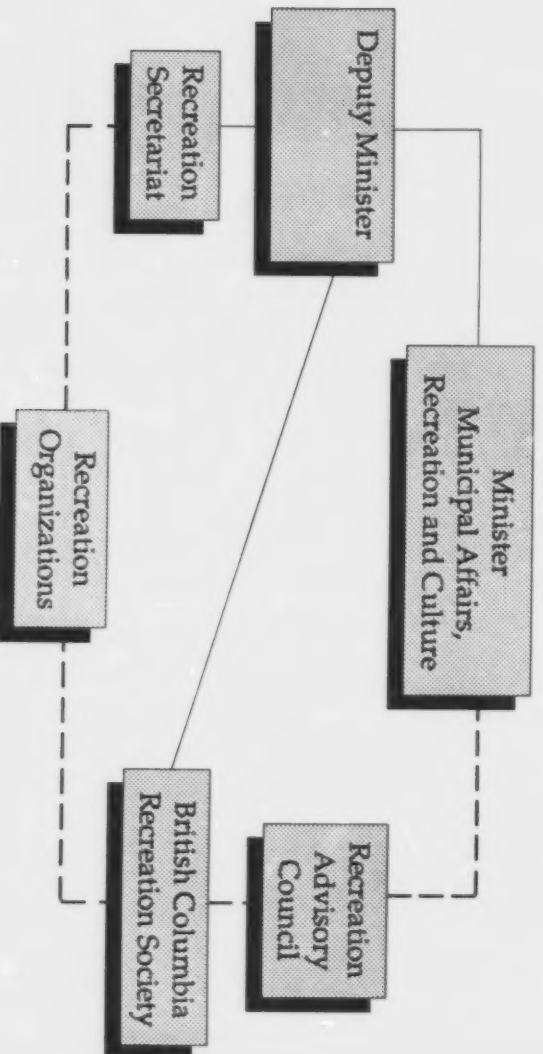
THE COMMITTEE RECOMMENDS THAT THE MINISTER, IN CONCERT WITH THE RECREATION COMMUNITY, CREATE A BODY TO BE CALLED RECREATION ADVISORY COUNCIL WHOSE FUNCTION IS TO PROVIDE ADVICE TO THE MINISTER

THE COMMITTEE RECOMMENDS THAT THE MINISTER, IN CONCERT WITH THE RECREATION COMMUNITY, CREATE A SOCIETY TO BE CALLED BRITISH COLUMBIA RECREATION SOCIETY WITH THE MANDATE OF DELIVERING RECREATION PROGRAMS IN BRITISH COLUMBIA

Figure 3 summarizes the proposed structure of program delivery for recreation.

PROPOSED RECREATION SYSTEM STRUCTURAL OVERVIEW

Figure 3



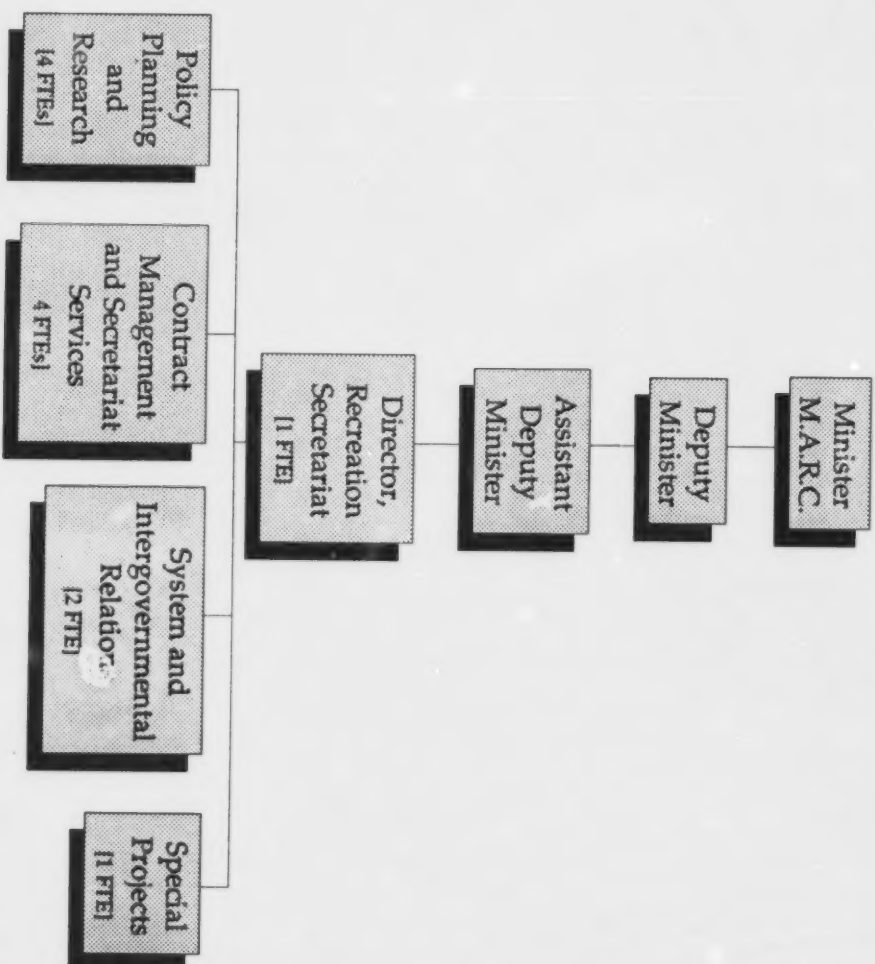
RECREATION SECRETARIAT

Figure 4 outlines the structure of the proposed Recreation Secretariat.

- Functional Objectives**
- Lead agency in the development of provincial policy direction and facilitation in recreation.
 - Responsible for managing provincial funding of the British Columbia Recreation Society.
 - Responsible for administration of the Physical Fitness and Amateur Sport Fund.

Figure 4

**PROPOSED RECREATION SECRETARIAT
STRUCTURE AND FULL-TIME STAFF**



Total FTEs: 12

Location: Greater Victoria

Annual Budget: \$1,200,000

Table I

RECREATION SECRETARIAT

Section	Key Function
Policy, Planning and Research	Undertaking research, planning and policy development in recreation for the Ministry, B.C. Recreation Society and the Recreation Advisory Council.
	Preparing detailed guidelines regarding the allocation of funding to the recreation community.
Contract Management and Secretariat Services	Providing secretarial, administrative and contract management services to the Recreation Advisory Council.
System and Inter-Governmental Relations	Representing the Province of British Columbia in recreation matters involving other governments.
	Facilitating communication, coordination and cooperation among provincial stakeholders in recreation.
Special Projects	Undertaking special projects.

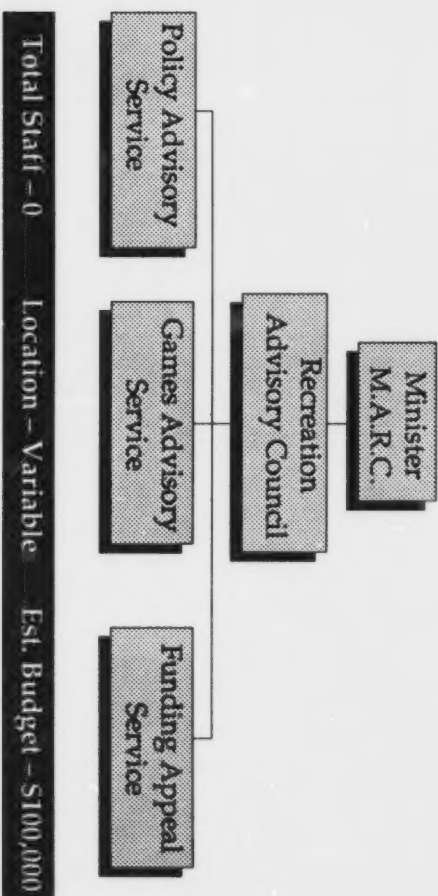
RECREATION ADVISORY COUNCIL

Figure 5 outlines the structure of the proposed Recreation Advisory Council.

Functional Objective Providing advice to the Minister on matters pertaining to recreation.

PROPOSED RECREATION ADVISORY COUNCIL STRUCTURAL OVERVIEW

Figure 5



BRITISH COLUMBIA RECREATION SOCIETY

Figure 6 outlines the structure of the proposed British Columbia Recreation Society. Reporting to the Minister of Municipal Affairs, Recreation and Culture through a Board of Directors, the Society would be responsible for the delivery of recreation programs to the recreation community.

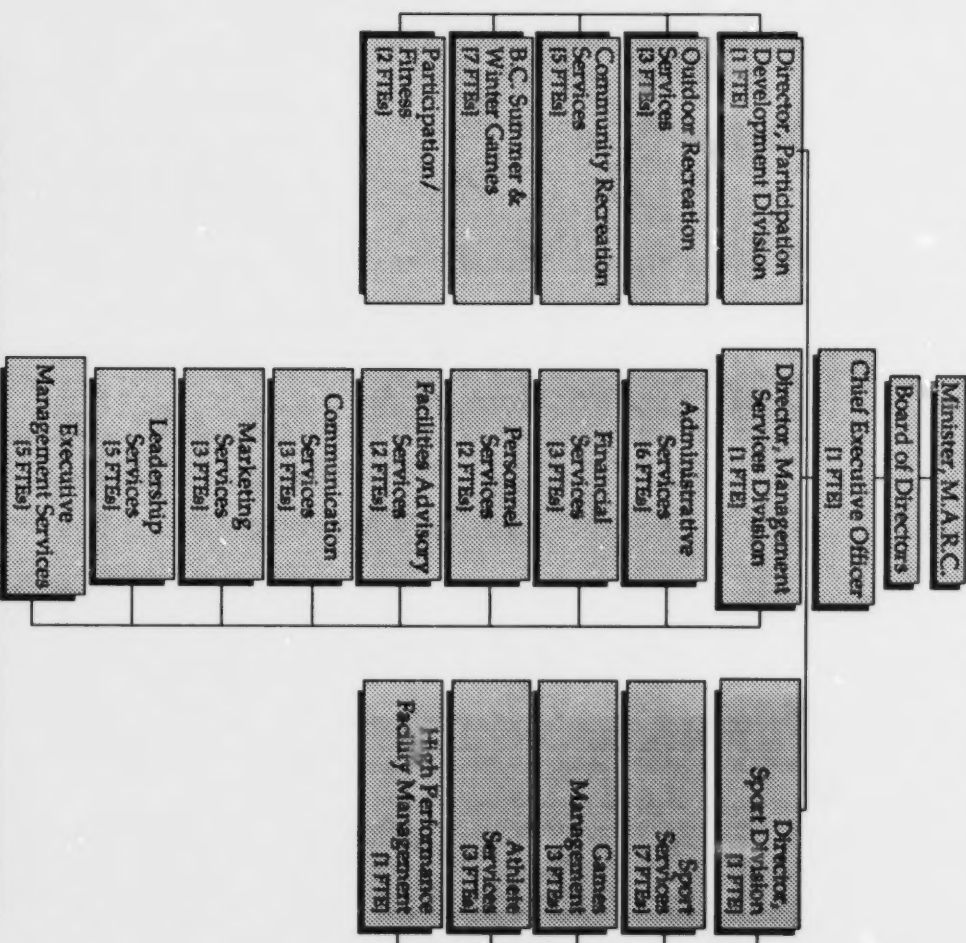
The Society's Board of Directors would comprise representatives of member organizations and of individuals acting in the larger public interest. The technical component of the Society would be delivered by professional and support staff and consultants reporting to the Chief Executive Officer.

Functional Objective

To deliver programs in recreation that assist the recreation community to achieve high levels of participation and excellence.

Figure 6

British Columbia Recreation Society Proposed Staff Requirements



Total Staff - 60 FTEs Location - Lower Mainland Est. Budget - \$11,820,000

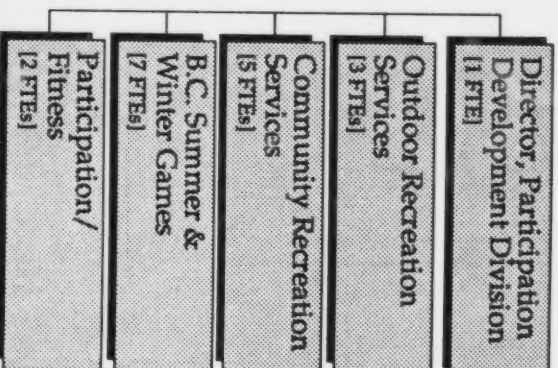
Participation Development Division

Figure 7 outlines the structure of the Participation Development Division. Reporting to the Chief Executive Officer of the Society through a Director, the Participation Development Division handles all program delivery dealing with the promotion of participation and fitness.

Functional Objective To deliver programs that encourage participation and fitness and assist community and outdoor recreation organizations.

Figure 7

Participation Development Division



Total Staff – 18 FTEs Location – Lower Mainland Est. Budget – \$6,940,000

PARTICIPATION DEVELOPMENT DIVISION

Table II

Section	Key Function
Outdoor Recreation	To provide professional advisory services in participation enhancement to the outdoor recreation community.
Community Recreation Services	To provide professional advisory services to communities in the development, implementation and delivery of community recreation programs.
	To provide professional advisory services in participation enhancement to recreation organizations.
B.C. Summer and Winter Games	To manage the British Columbia Summer and Winter Games Program.
Participation/Fitness	To increase the level of participation and fitness in British Columbia.

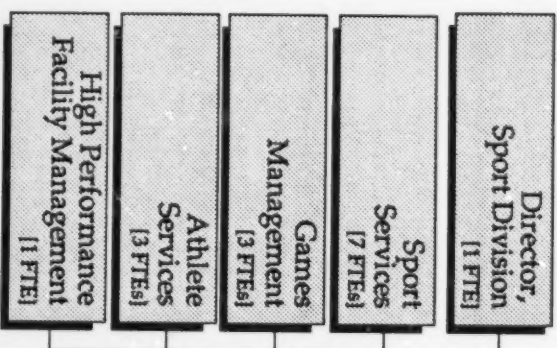
Sport Division

Figure 8 outlines the structure of the Sport Division. Reporting through a Director to the Chief Executive Officer of the Recreation Society, the Sport Division handles all program delivery dealing with promotion of excellence in sport.

Functional Objective To deliver programs and to provide services to provincial organizations that encourage and support the achievement of excellence in sport.

Figure 8

Sport Division



Total Staff – 15 FTEs Location – Lower Mainland Est. Budget – \$3,740,000

Table III

SPORT DIVISION

Section	Key Function
Sport Services	To provide technical advice, liaison and leadership to sport organizations in British Columbia that offer excellence programs.
Games Management	To provide assistance for B.C. teams at inter-provincial events such as the Western Canada Games and the Canada Games.
	To provide assistance and support for holding multi-sport provincial championships in communities in British Columbia.
Athlete Services	To provide financial assistance and career counselling to high performance athletes in British Columbia.
High Performance Facility Management	To manage provincial high performance training centres and facilities, such as the proposed Commonwealth Centre for Excellence, so that British Columbia athletes can enjoy the best possible training opportunities.

Management Services Division

Figure 9 outlines the structure of the Management Services Division. Reporting to the Chief Executive Officer of the Society through a Director, the Division handles all program delivery dealing with services in support of management in all areas of recreation.

Functional Objectives

To deliver management support services to the Participation Development Division and the Sport Division.

To provide professional services to the recreation system in leadership development and facility management.

Management Services Division

Figure 9



Total Staff – 27 FTEs Location – Lower Mainland Est. Budget – \$1,140,000

Table IV

MANAGEMENT SERVICES DIVISION

Section	Key Function
Administrative Services, Financial Services, Personnel Services, Communication Services	To provide administrative, financial, personnel and communication services to the society and to the recreation community.
Executive Management Services	To provide executive management services on a share basis to smaller organizations.
Facilities Services	To offer technical advice on the proper design, safety standards and management of recreation facilities.
Marketing Services	To develop a strategy for marketing recreation to participants and the corporate community.
Leadership Services	To develop and assist a province-wide coaching, officiating, administrative and volunteer training and support network. To develop and implement a policy of recreation ethics, including performance enhancing drugs and developing standards of fair play.

STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE

Table V outlines the various action areas of the recreation structure. It includes a description of the key specific actions and the responsibility centre for each action area.

Table V

STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE

Action Area	Action	Responsibility
Communication	Ensure that the roles and responsibilities of the components of the recreation system are clarified and communicated on a regular basis.	Secretariat
	Coordinate, encourage and disseminate recreation information in the province.	Secretariat
	Hold annual forum or conference for holding ongoing and regular dialogue between the stakeholders in recreation.	Secretariat
	Develop Province-wide information networks linking communities with developed recreation programs to those that are under-developed.	Society

Table V

STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Coordination	Membership on inter-ministry and inter-governmental committees related to recreation such as the Inter-ministry Committee on Fitness and Health.	Secretariat
	Act as liaison between the provincial government and recreation organizations that provide high performance programs.	Society
Education System	Work with the Ministry of Education to provide a variety of recreation activities, a positive attitude toward recreation and a sound philosophy of leisure.	Secretariat
	Work with the Ministries of Advanced Education, Education, School Boards, colleges, universities, technical schools and the B.C. Recreation Society to develop an integrated framework to maximize facility use and services to students and the community.	Secretariat
	Encourage and support training and educational opportunities for athletes in colleges and universities.	Society
	Facilitate the involvement of schools, universities and community colleges in all areas of recreation.	Society

Table V

STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Facilities	Establish safety, access and design standards for recreation facilities in the province.	Secretariat
	Determine the facility needs of the province on an ongoing basis.	Secretariat
	Assume of Administration Centre management function	Society
	Manage provincial high performance facilities that may be constructed as a result of a provincial facilities plan or holding major games.	Society
	Ensure that high performance training facilities are designed, managed and scheduled in order to provide the best possible services to high performance athletes.	Society
	Provide technical advice on the siting and construction of such facilities.	Society
	Develop avenues for providing assistance for facility development, retrofitting and upgrading.	Society

Table V
STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Facilities	Provide technical advice on facility management.	Society
	Provide advisory services to municipalities, recreation organizations and the province regarding facility design, construction and operation.	Society
	Provide financial assistance and professional advisory services to high performance facility development, operation and maintenance.	Society
	Ensure that recreation facilities in the province are built and upgraded according to current standards of accessibility, safety and technical design.	Society
Financing	Manage the agreement for financial assistance between the Ministry and the British Columbia Recreation Society.	Secretariat
	Develop updated provincial financial assistance guidelines.	Secretariat
	Make recommendations to the Society Board of Directors on appeals to funding allocations by the Society.	Council
	Provide financial and professional advisory assistance to organizations promoting wellness.	Society
	Manage financial services for high performance athletes.	Society
	Manage awards and other direct support for athletes.	Society
	Promote private fund raising for recreation.	Society

Table V
STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Games	Represent British Columbia on major games committees, such as the Canada Games and Commonwealth Games.	Secretariat
	Provide recommendations to the Minister on the selection of multi-sport games and sites.	Council
	Manage the hosting of the British Columbia Summer and Winter Games.	Society
	Provide financial and professional assistance to communities hosting Games.	Society
	Develop a strategy for holding multi-sport provincial championship events in communities within British Columbia.	Society
	Establish guidelines for holding multi-sport championships.	Society
	Provide advisory services to multi-sport championship organizing committees.	Society
	Provide encouragement and support to communities interested in hosting multi-sport championships.	Society
	Provide a mass participation recreation festival at the Provincial level.	Society
	Facilitate participation festivals such as the Native Games and Masters Games.	Society

Table V
STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Leadership	Ensure that leadership opportunities in recreation are of the highest quality and equitably available to all segments of the recreation community.	Society
	Provide assistance in leadership development: coaching, officiating, instructing, administration.	Society
	Provide policy leadership to the Minister, Society, Advisory Council and the recreation system.	Secretariat
	Provide executive managerial services to sport organizations offering excellence programs.	Society
Management	Provide Executive services to outdoor recreation organizations.	Society
	Support the recreation system by the provision of centralized managerial, administrative and technical services and facilities.	Society
	Make executive management assistance available to recreation organizations.	Society
	Establish guidelines for providing Executive Director services to recreation organizations.	Society

Table V
STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Marketing/ Promotion	Provide assistance to recreation organizations in developing skills for marketing their organization and its products and programs.	Society
	Develop ongoing programs for the promotion of the wellness benefits of participation and fitness.	Society
	Provide policy advice to the Minister on recreation matters.	Council
Policy/Planning	Ensure that as many stakeholders as possible are involved in making policy and planning decisions for the recreation system.	Secretariat
	Develop provincial policy in recreation.	Secretariat
	Conduct recreation program monitoring and evaluation.	Secretariat
	Lead the development of a Provincial Recreation Plan.	Secretariat
	Develop goals and objectives with the recreation community toward which all agencies within the recreation community can strive.	Secretariat
	Assist in the development of a Provincial Recreation Plan.	Secretariat
	Encourage the recreation community to support the achievement of the goals and objectives of the recreation system.	Society

Table V
STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Policy/Planning (continued)	Encourage the development of a Provincial Recreation Plan.	Society
	Develop strategies for assisting communities with limited resources, geographic limitations and lacking information bases.	Society
Program Delivery	Delivery of recreation programs that support and encourage participation and high performance in recreation.	Society
	Separate Participation program delivery from Sport program delivery	Society
	Facilitate and support the development of recreation opportunities and systems in urban and rural municipalities with limited resources.	Society
	Develop programs that encourage the protection of the mental and physical health and safety of the participant.	Society
	Provide personnel with technical skills in each of the service areas as required throughout the system, including executive management support for individual organizations.	Society
	Set up guidelines for the application of the services provided.	Society
	Provide support and advice to such programs as Sportaid and the Skills Program, as well as the Sport Medicine Council and agencies that work with participants with disabilities.	Society

Table V
STRATEGIC ACTIONS FOR THE RECREATION STRUCTURE (continued)

Action Area	Action	Responsibility
Research	Develop and maintain a recreation data base for use by the recreation system.	Secretariat
	Encourage the coordination of research through universities, other institutions and consultants on recreation.	Secretariat
	Monitor and analyse recreation trends and issues to keep the provincial policy current and to alert recreation partners to these trends and issues.	Secretariat
Special Needs	Work with the recreation system to encourage integration of special needs groups: youth, older adults, women, people with disabilities and the financially disadvantaged.	Secretariat
	Develop strategies to encourage participation and support in special needs areas such as youth, older adults, women, people with disabilities, and the financially disadvantaged.	Society
Sport Excellence	Provide technical advisory services to sport organizations offering excellence programs.	Society
	Provide assistance to high performance athletes in their development, training, education and funding.	Society
	Provide ongoing technical, organizational and professional advice to sport organizations.	Society
System Linkages	Work with the recreation system in building and maintaining an integrated, effective and efficient delivery system linking all parts of the system.	Secretariat
	Work with non-profit participation organizations such as the YMCA, YWCA and the Red Cross.	Secretariat

IMPACT ON EXISTING STRUCTURES

The Action Challenge Committee recognizes that the new recreation structure will require adjustments to the present system. This section of the report attempts to consider those parts of the system which will be most affected by the new structure.

Table VI
IMPACT ON EXISTING STRUCTURES

Component	Impact
<i>Sport and Recreation Division, M.A.R.C.</i>	Transfer of some positions to the British Columbia Recreation Society.
	Transfer of some positions from Greater Victoria to Lower Mainland.
	Retraining and development of some staff may be required.
	Will become the Recreation Secretariat.
	Will no longer be involved in established program delivery and organization funding processes.
	Skills Program will be transferred to Management Services Division, BCRS.
<i>B.C. Summer and Winter Games Society</i>	The Society will be disbanded and its function transferred to the B.C. Recreation Society.
<i>B.C. Summer and Winter Games Advisory Committee</i>	Will be disbanded.

Table VI
IMPACT ON EXISTING STRUCTURES (continued)

Component	Impact
<i>Sport and Recreation Advisory Committee</i>	Will become the Recreation Advisory Committee. Existing function of policy advisory services to the Minister will be augmented by Games site location selection recommendations and an appeal function for funding decisions of the B.C. Recreation Society.
<i>Sport B.C.</i>	Will undergo significant shift in focus and will be encouraged to expand its advocacy role. Will no longer operate the Recreation and Sport Administration Centre, and special services which will be offered through the B.C. Recreation Society. The Centre's printing services will be encouraged to operate without subsidy. Recreation and Sport Administration Centre positions will be encouraged to transfer to the B.C. Recreation Society.
<i>British Columbia Recreation and Parks Association</i>	Support for existing programs which are operated for the Province by the BCSPA (the Leadership Development Program, Fitness Leadership Registration Program and the Registration Program for Recreation Practitioners) will be transferred to the Management Services Division of the B.C. Recreation Society from the Sport and Recreation Division.
<i>Outdoor Recreation Council</i>	Support for existing programs which are operated for the Province by the Outdoor Recreation Council may be transferred to the Participation Development Division of the B.C. Recreation Society.

Table VI
IMPACT ON EXISTING STRUCTURES (continued)

Component	Impact
Umbrella Organizations and Associations	Existing Executive Director support services from the Province will be amended and will be replaced with either shared funding for one Executive Director to service several smaller organizations, or, for larger organizations, assistance in the retention of a full-time Executive Director. Organizations meeting certain standards of need will be encouraged to employ the Executive Director services offered by the Recreation Society.

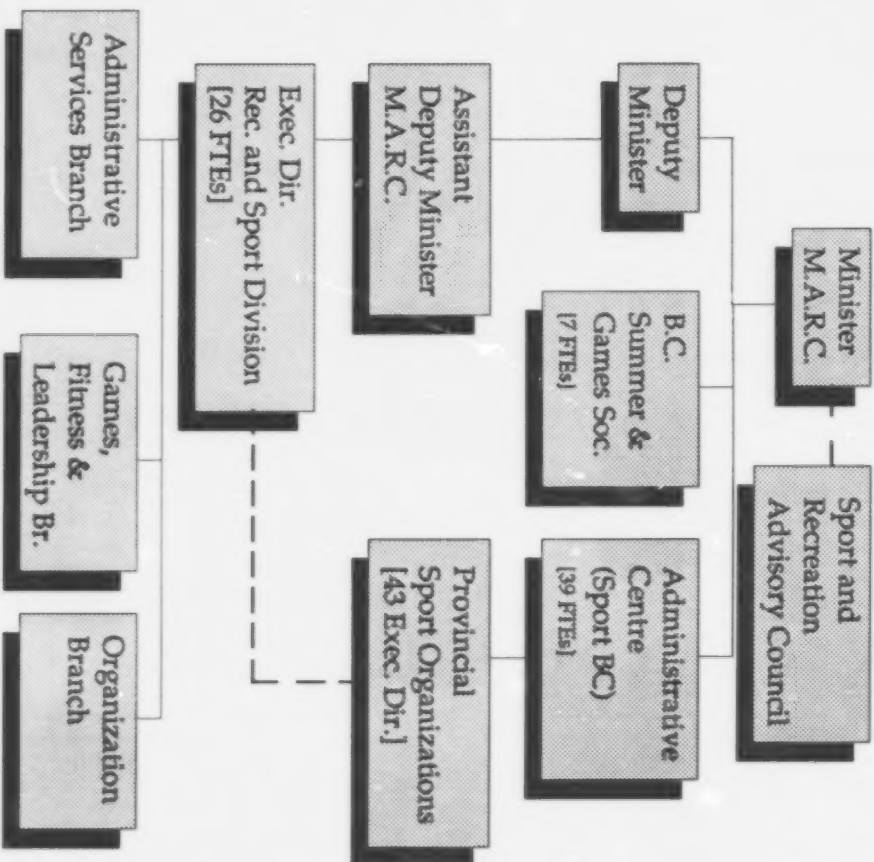
STAFFING

The Staffing summary on Figure 10 outlines the existing distribution of full time staff (FTEs) in the components of the system in which the Minister has direct or indirect jurisdiction.⁷

The current system has 72 FTEs either employed, or partially or fully funded by the Province. In addition, 43 organizations receive a total of \$500,000 in annual support from the Province to fill full time Executive Director positions. While these staff are employed by the individual organizations, they are counted as additional staff. In the proposed structure we anticipate that this number will be reduced through a rationalization of staffing for small organizations. Until the guidelines are implemented, it is impossible to know how many positions will be required. Therefore, we have not included any number in our staffing estimates.⁸

Figure 10

CURRENT STRUCTURE STAFFING REQUIREMENTS

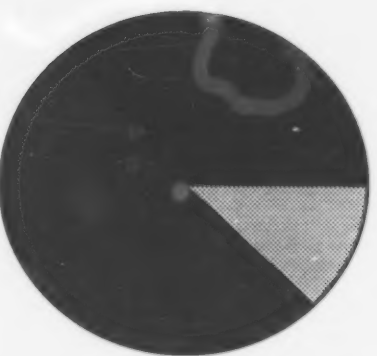


Positions in the proposed structure will be drawn from the existing system, approximately as shown in Figure 11.

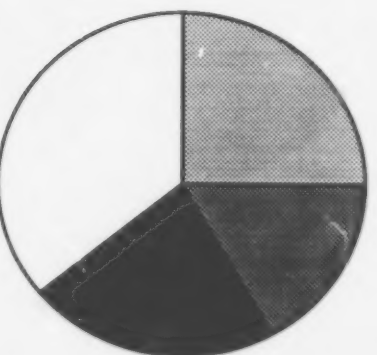
Figure 11

PROPOSED RECREATION STRUCTURE STAFFING SUMMARY

Source



Allocation



72 Total Staff

72 Total Staff

FINANCING

FINANCING THE SYSTEM

There are three provincial sources for funding the recreation system: funding allocated directly by the legislature (vote), support from the Lotteries Fund and funding from the Physical Fitness and Amateur Sport Fund.

Figures 12, 13 and 14 outline the existing provincial funding sources and funding distribution of the current Sport and Recreation System.

Figure 12

Current Expenditure Budget, 1989-90 (Lotteries)

(Total Expenditure: \$13.12 million)

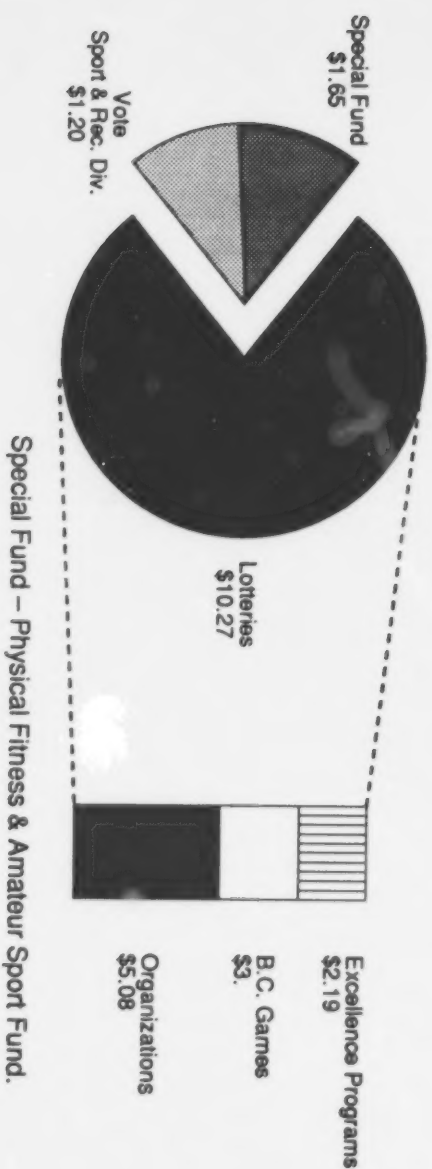
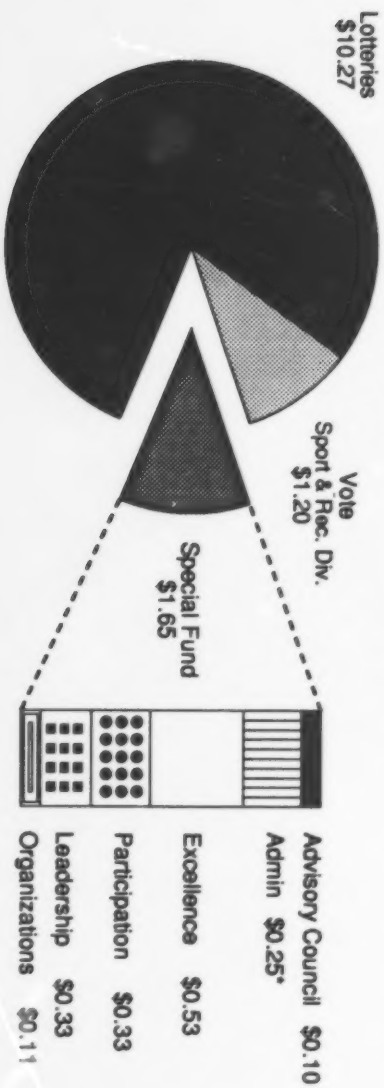


Figure 13

Current Expenditure Budget, 1989-90
(Special Funding)
(Total Expenditure: \$13.12 million)

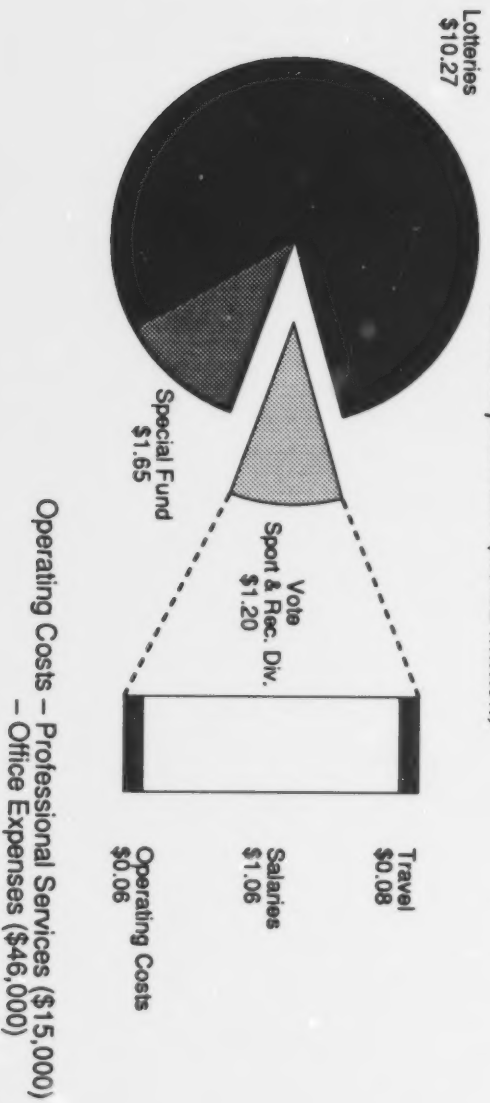


* Special Fund - Physical Fitness & Amateur Sport Fund.
* Support for organization administration

Figure 14

Current Expenditure Budget, 1989-90 (Vote)

(Total Expenditure: \$13.12 million)



Figures 15, 16 and 17 indicate the proposed distribution of Lotteries, Special Fund and Vote funding respectively to the major program areas.

Figure 15

Proposed Recreation Structure

Budget (Lotteries)

(Total Expenditure: \$13.12 million)

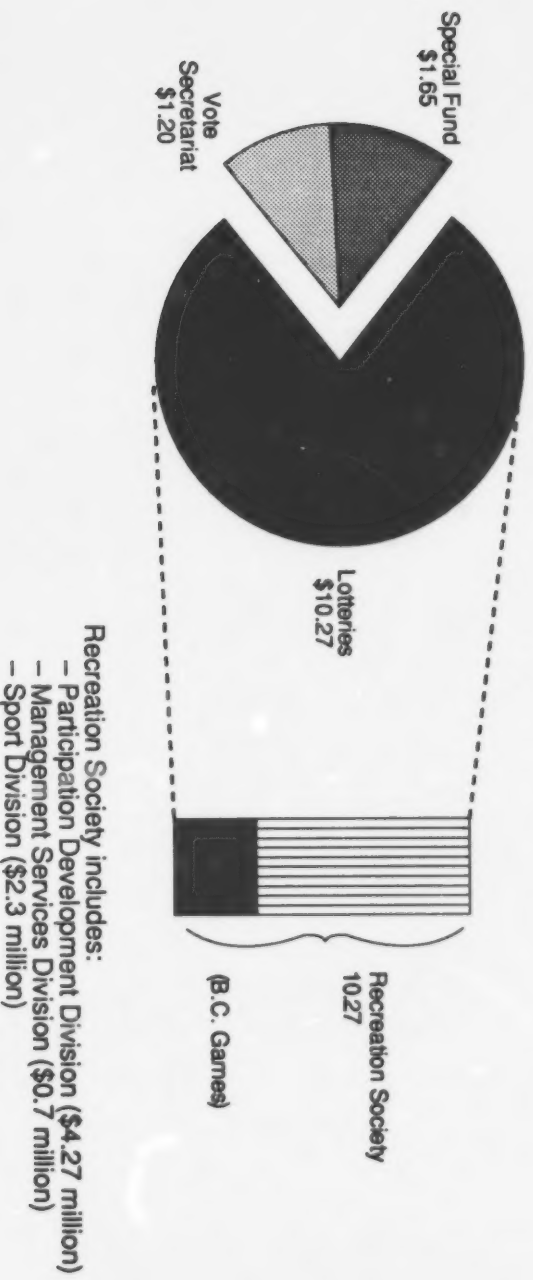
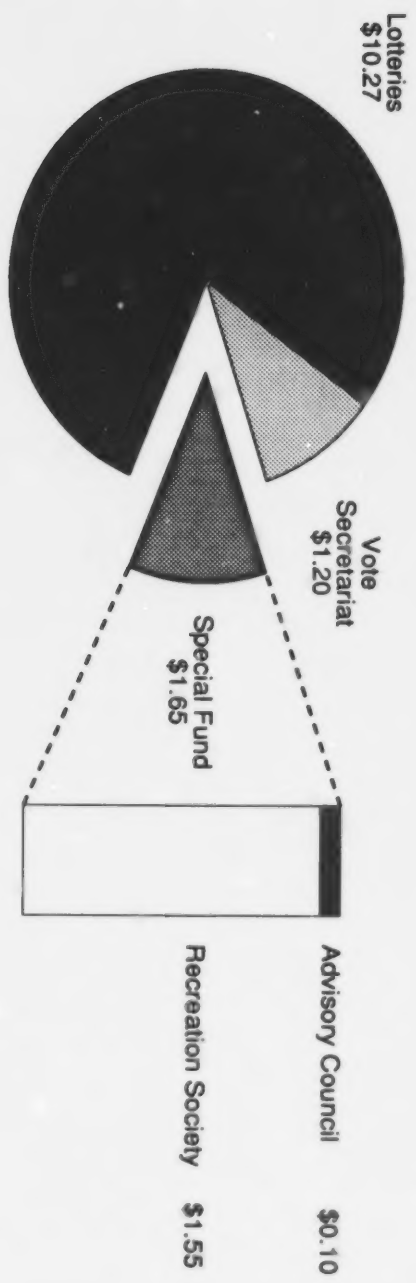


Figure 16

Proposed Recreation Structure Budget (Special Fund) (Total Expenditure: \$13.12 million)



Special Fund – Physical Fitness & Amateur Sport Fund.

Proposed Recreation Structure

Budget (Vote)

(Total Expenditure: \$13.12 million)

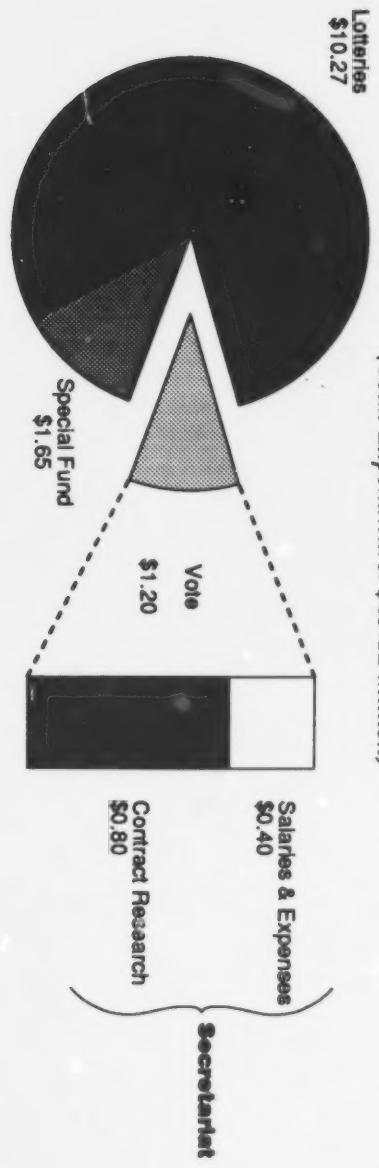


Figure 17

Figure 18

Proposed Recreation Structure

(Total: \$13.12 million)

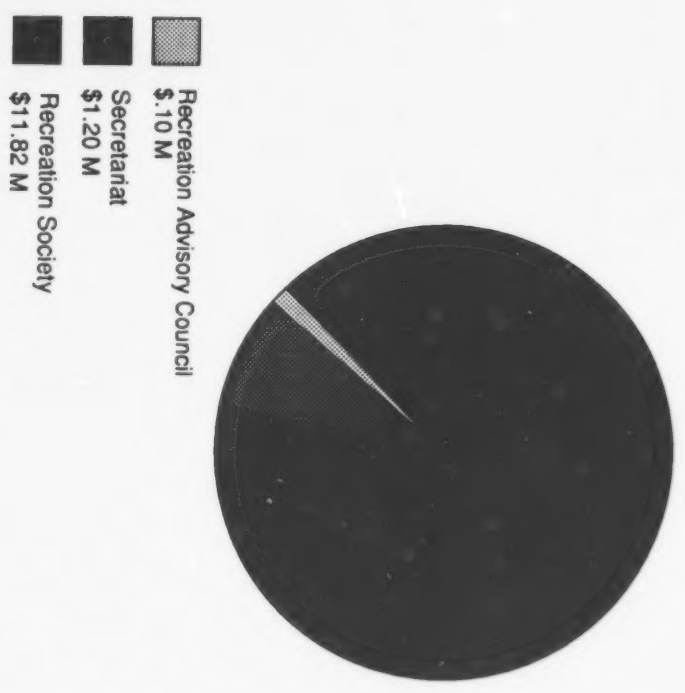


Figure 18 indicates the total allocation of funding to the new organization.

CHANGING FINANCIAL NEEDS

The Action Challenge Committee suggests that while most of the proposed system can operate within the financial parameters previously outlined, some proposed functions will not be able to be funded sufficiently through efficiencies created by the new system.

New Initiatives

Additional funds will be required to meet the following objectives.

- Developing avenues for providing assistance for facility development, retrofitting and upgrading.
- Support for holding multi-sport provincial championships in various communities throughout the province.
- Development of a coaching, officiating and training network.
- An annual forum/conference for the recreation community.

Changing Environment

Because of major changes in the operating environment of recreation organizations, the Committee recommends that the system be enhanced to reflect:

- Changes in international, national and provincial standards for recreation facilities and programming, both activity-specific technology and basic structural design.
- Recognition of the needs for access to facilities and programming for people with physical disabilities.
- A need for a Provincial Facilities Plan and a means for its implementation.
- The significant and ongoing growth in the population of British Columbia.
- An increasing demand for recreation programs and services.
- Changing environments where costs have increased and demands have changed focus.
- Reduction in real funding owing to inflation.

STABILITY

It is essential that the recreation community be allowed to plan its activities and programs with confidence for longer than annual periods. Currently, depending on the Budget process, the bulk of funding is allocated 2 - 3 months into the fiscal year. The proposed multi-year funding will lead to more efficient and effective program delivery and greater commitment and continuity in the service provided to participants by the system.

The Committee recognizes the limitations of the annual budgetary cycle of government but also notes that the source of funding determines the timing and stability. Allocations through voted funding is marginally predictable in amount and is dependent on when the estimates of the Ministry of Municipal Affairs Recreation and Culture are passed.

Lottery funding is also marginally predictable in amount and is dependent on timing and approvals of applications to the Minister of Tourism, Provincial Secretary for funding and on when that ministry's vote is passed.

Funding from the Physical Fitness and Amateur Sport Fund is relatively predictable in amount and is available on April 1 of each year. This Special Fund, therefore, has characteristics upon which stability and predictability in funding can be based.

THE COMMITTEE RECOMMENDS THAT MULTI-YEAR FUNDING BE IMPLEMENTED FOR A PORTION OF THE TOTAL FUNDING ALLOCATED TO RECREATION ORGANIZATIONS THAT QUALIFY FOR SUCH FUNDING.

THE COMMITTEE RECOMMENDS THAT THE PHYSICAL FITNESS AND AMATEUR SPORT FUND BE EMPLOYED TO CREATE THE FUNDING STABILITY REQUIRED FOR MULTI-YEAR PLANNING.

PROPOSED FUNDING

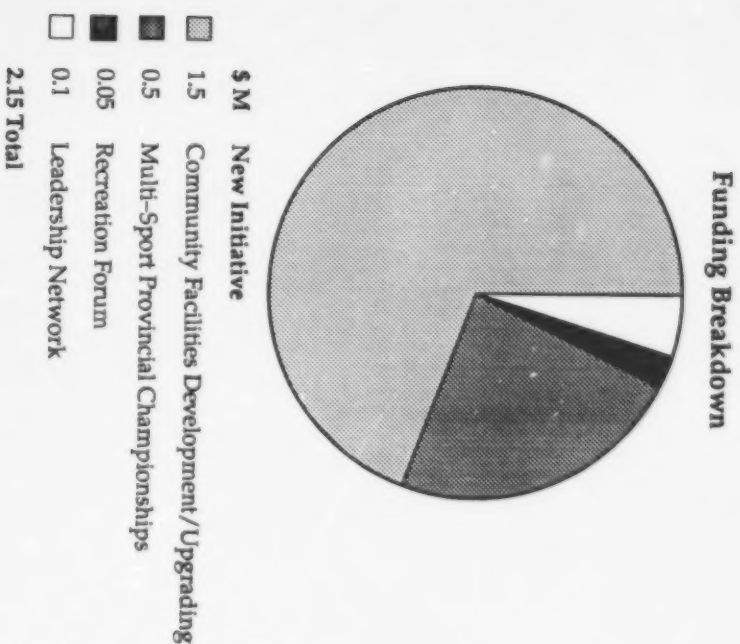
New Initiatives

Support required for new initiatives is outlined in Figure 19.

The Committee recommends that the Minister identify funding of \$2.15 million in order that these significant new initiatives can be implemented.

Figure 19

ANNUAL ESTIMATED COSTS OF NEW INITIATIVES



IMPLEMENTATION

COMMUNITY RESPONSE

The implementation of this proposal may have a significant impact on the recreation system and will create some costs to facilitate the changes.

WE RECOMMENDED THAT A SUMMARY OF THE REPORT BE RELEASED WITH THE AIM OF SOLICITING THE VIEWS AND IDEAS OF KEY ORGANIZATIONS IN THE RECREATION SYSTEM.

TRANSITION PERIOD

Table VII

IMPLEMENTING THE PROPOSED STRUCTURE

Implementation Strategy	Schedule
We recommend the following steps:	
1. Meet with Minister, Municipal Affairs, Recreation and Culture.	Sept. 1989
2. Prepare submission to the Cabinet/Caucus Committee on Privatization based on the report seeking approval for restructuring.	Oct.-Nov. 1989
3. Initiate negotiations regarding the impact of the restructuring on existing staff.	Dec. 1989
4. On the Minister's instructions, assist in the selection, recruitment and appointment or confirmation of founding members / Board of Directors for the Recreation Society of British Columbia and the Recreation Advisory Council.	Dec. 1989 - Feb. 1990
5. Board of Directors and Minister select Chief Executive Officer.	Mar / April 1990

Table VII

IMPLEMENTING THE PROPOSED STRUCTURE (continued)

Implementation Strategy	Schedule
6. The Board of Directors, Chair of the Recreation Advisory Council, Chief Executive Officer of the Recreation Society and the Assistant Deputy Minister, Culture, Recreation and Historic Resources Division, develop detailed organizational designs (structure, generic staffing, function, resourcing) for the Recreation Secretariat, the Recreation Society and the Recreation Advisory Council based on the report.	Feb.-Apr. 1990
7. With advice of the Board of Directors and Chair of the Recreation Advisory Council and the assistance of the Recreation Secretariat, establish a 3 year transition plan which transfers program delivery functions, assigns resources and identifies staffing for the Recreation Society of British Columbia and the Recreation Secretariat.	Apr. 1990
8. Assist the Board of Directors, the Recreation Secretariat and the Recreation Advisory Council in implementing the transition plan.	Apr. 1990- Mar. 1993

APPENDIX
THE ACTION CHALLENGE

Committee members

Mr. Peter W. Webster (Chair)
Mrs. May Brown
Ms. Bonnie Gordon
Mr. W. R. (Butch) Green
Mr. Robert Vaughan

Mr. Harry Diemer (Project Director)
Ms. Suzanne Shaw (Office Manager)
Ms. Carol Judd (Editorial Consultant)

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James Howe: Audio Specialist
C. M. Judd Consulting: Carol Judd
Policynet Communications Ltd: Patrick McDonough, David Fenn
PRP Parks: Research & Planning Inc: Bruce K. Downtie
Vrlak, Robinson, Hayhurst Communications Ltd.
Capital Stenographic Services

Endnotes

- ¹ See Appendix for the membership of The Action Challenge Committee.
- ² Policynet report to Action Challenge Committee, quoting Recreation and Sport Branch, *Defining the Role of the Public and Private Sector*, 1984.
- ³ Derived from Joffre Dumazeallier, *Society Of Leisure*.
- ⁴ Derived from *Canadian Parks /Recreation Association* (Edmonton, 1974), abbreviated and updated.
- ⁵ Derived From *Alberta Recreation And Parks*.
- ⁶ This statement was made by an individual in a response to the *Discussion Paper*.
- ⁷ For the purposes of this report, FTEs represent government employees, employees at existing non-government organizations, or contracted individuals.
- ⁸ See the guidelines for the Executive Management Support Section in the proposed structure, p. 48.
- ⁹ Qualifications to be determined.

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THE *Action* CHALLENGE

STRATEGIC DIRECTIONS
FOR RECREATION

THE *Action* CHALLENGE

16 September 1989

Hon. Rita Johnston
Minister
Municipal Affairs, Recreation and Culture

Dear Minister:

The Action Challenge Committee is please to present you with its final report and recommendations. We are grateful for the excellent advice and support that we received from the recreation community and we are proud of the result of our work.

In undertaking the Action Challenge, we conducted extensive literature reviews, researched numerous recreation systems, conducted a number of investigations, consulted national, provincial and local specialists and organizations in recreation, listened to presentations by recreation organizations and reviewed 173 organizational and individual responses to the Action Challenge Discussion Paper. These responses represented hundreds of thousands of individuals involved in recreation pursuits in British Columbia.

Our report is a positive, pro-active and forward-looking document. We have attempted to establish long term directions of relevance and value to any recreation system. We have also provided the initial means by which these directions can be undertaken by participants in the system.

The task now must be taken to its next level of detail. In the coming year, the recreation community must be challenged to prepare participation and excellence development plans that relate to the goals and objectives of this report.

We sincerely believe that the recommendations in this report will help increase participation and excellence in recreation and will help the people of British Columbia achieve new levels of well being.

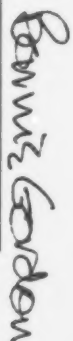
Yours Respectfully



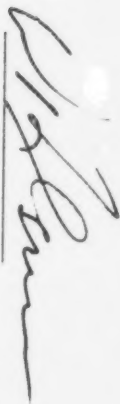
Peter W. Webster
Chair



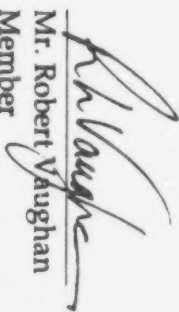
Mrs. May Brown
Member



Ms. Bonnie Gordon
Member



Mr. W. (Butch) Green
Member



Mr. Robert Vaughan
Member

THE *Action* CHALLENGE

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THE
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CHALLENGE

SECTION 1
THE CURRENT SITUATION

BACKGROUND

In December, 1988, the Sport and Recreation Advisory Council was asked to prepare a strategic plan for recreation and sport in British Columbia. To accomplish this important task, the Advisory Council appointed The Action Challenge Committee. This report is the main result of the work that we have undertaken as The Action Challenge Committee.¹

As a first step in the strategic planning process, this report addresses the current situation in recreation and sport, lays out long term directions, including broad goals and objectives for the system, and sets up a structural framework through which these goals and objectives can be achieved. It provides recommendations that give leadership to the recreation system and to the next phase in the planning process.

planning process

We recommend that the next phase of the overall planning process include a detailed participation development strategy and sport strategy.²

* See Page 143 for endnotes.

WHAT WE DID

To conduct our work, we held regular meetings over the course of eight months and spent many more hours reading reports and articles on the subject of recreation and sport in British Columbia and elsewhere.³ We researched special areas in recreation and sport and we analysed the existing British Columbia recreation and sport system.

Many of the most knowledgeable and influential practitioners in the field both in British Columbia and elsewhere spoke as individuals or representatives of groups to our committee. We also developed and distributed an interactive *Discussion Paper* to some 2100 representatives of the recreation and sport community in British Columbia. We wish to thank the 173 organizations, associations, municipalities, regional districts and individuals who responded to our Discussion Paper. Those responses represented hundreds of thousands of individuals involved in recreation pursuits in British Columbia.

In preparing our strategic plan and recommendations, we paid close attention to the observations, opinions and advice that all of these sources provided. A list outlining presentations to the Committee, Distribution of the Discussion Paper and a breakdown of response numbers form Appendix B to this report.

We felt that it was essential to set up a system which would take into account the rapidly changing times that we are experiencing, while also addressing the issues and opportunities that are known to exist in British Columbia today. It was therefore only near the end of our work that we developed an organizational structure that we believe would be best suited to the needs of the province.⁴

We are pleased with the result of our work and are optimistic that our recommendations are practicable, economical and worthwhile. We are proud to submit this report for your consideration.

INTRODUCTION

Recreation improves the lives of British Columbians in many ways. Participation in recreation generally increases our physical, intellectual and psychological well-being. Different forms of recreation benefit our lives in overlapping but sometimes subtly different ways. Cultural recreation increases our appreciation for the fine arts and broadens our creative horizons. Social recreation provides us primarily with an opportunity to interact with other people. Physical recreation contributes to our aerobic and muscular fitness. Sport often tests our limits and leads us to achieve at a higher level.

The advantages to the individual, in turn, aid society. People who are healthy in mind, spirit and body, contribute positively to the work place, function effectively and appreciate themselves and others. People who recreate outdoors tend to appreciate nature and respect the need to conserve our natural resources. Communities that organize recreation events or games, that participate together in recreation activities, and that have an active pool of recreation volunteers have a sense of community pride. Its citizens know how to work and play together, how to organize and cooperate and are able to provide a strong and supportive neighbourhood environment.

The economy also benefits substantially from recreation. Indeed, the recreation industry, which includes recreational tourism, sporting events of all kinds, sales of recreational equipment and clothing, memberships in clubs and associations, capital projects and the countless jobs directly related to recreation, accounts for a substantial portion of the province's economy. The total economic benefits of recreation in British Columbia, which encompasses the direct and indirect spending associated with participation including recreational tourism, has been estimated at more than \$5,000,000,000. annually⁵.

Clearly, recreation in its many forms contributes in large measure to individuals, and to the social and economic well-being of the province.

HOW WE SEE THE RECREATION SYSTEM

We approached our task by taking nothing for granted. We reviewed the scope of recreation and sport—what should be included, and where the line separating them should be drawn. Figure 1 is a graphic representation of our view of the recreation spectrum.

We agreed that definitions developed by other groups in many instances made sense for us. We therefore adopted or adapted some existing definitions. In other instances we felt that we had to create an entirely new definition.

We believe that all aspects of recreation are activities that take place during leisure time. Our committee sees LEISURE as an individual's discretionary time which can be put to any desired use. Some individuals may decide to be totally inactive during their leisure time, some may choose to write a poem, attend an opera, play bridge, or visit friends, while others may decide to walk their dog, visit a heritage site, swim a mile, mow the lawn or climb a mountain. Yet others may train to be Olympic level decathletes, marathoners or skiers.

We believe that RECREATION encompasses a broad spectrum of activities and includes sport excellence, physical recreation, social recreation, cultural recreation and artistic excellence. Our committee agrees that RECREATION is all those things we do to make leisure time more interesting and satisfying.

We recognize that in many ways RECREATION is a continuum, with each area blending into the next on the activity scale. Within this view of recreation is the aspect we call SPORT which refers to organized, usually competitive athletic activities where the pursuit of excellence is the overriding concern.

PHYSICAL RECREATION includes all physical pursuits that are included in our definition of sport, but is engaged in for the purposes of fitness and enjoyment. Physical recreation can have rules, structure and organization and may include competition, although competition is not the primary intent of participation. Physical recreation can include recreational hockey leagues, walking, marathon running, aerobics classes, mountain climbing and so on. SOCIAL RECREATION is a component of recreation. Social recreation includes such activities as playing bridge, dancing, and visiting friends. CULTURAL RECREATION expands our cultural horizons. It includes such activities as visiting museums, participating in folk dancing, watching a theatre production and involvement in the community arts.

Although at one time sport and physical recreation were commonly seen to provide the parameters of recreation, more recently, social recreation and cultural recreation have been included in recreation planning and programming, especially at the community level.

Where Sport represents the excellence component of physical recreation, ARTISTIC EXCELLENCE represents high performance activities in cultural recreation. While artistic excellence is included in our recreation model, we agreed that it fell outside the purview of this project.

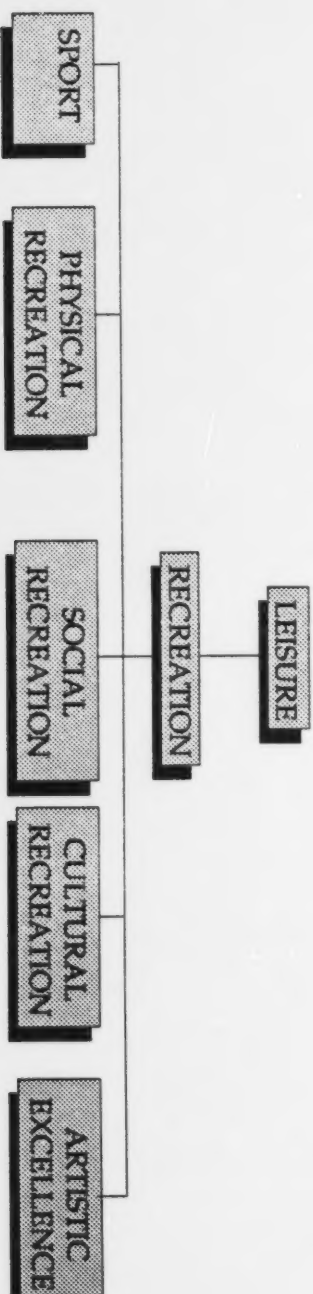
The area that we define as cultural recreation has been addressed by the Artreach Project, an initiative of Cultural Services Branch of the Ministry of Municipal Affairs, Recreation and Culture. At the same time, community recreation organizations also recognize cultural recreation as a legitimate and important program area.⁶

cultural/arts programs

We recommend that the Ministry of Municipal Affairs, Recreation and Culture study the relationship between municipal recreation organizations, and community arts organizations with regard to the delivery of cultural recreation/community arts programs.

THE RECREATION SPECTRUM

Figure 1



DEFINITIONS FOR THE RECREATION SYSTEM

CULTURAL RECREATION

CULTURAL RECREATION IS A COMPONENT OF RECREATION AND PERTAINS TO ACTIVITIES INVOLVING THE VISUAL, PERFORMING AND LITERARY ARTS, HERITAGE CONSERVATION, KNOWLEDGE SERVICES, NATURAL HISTORY, MULTI-CULTURALISM AND MAY INVOLVE COMPETITION AND/OR PHYSICAL ACTIVITY.

LEISURE

LEISURE IS A PERIOD OF TIME IN WHICH THE INDIVIDUAL, AT WILL, MAY UNDERTAKE ACTIVITIES FOR EITHER RELAXATION, DIVERSION, OR BROADENING OF INDIVIDUAL AND SPONTANEOUS SOCIAL PARTICIPATION, THE FREE EXERCISE OF INDIVIDUAL CREATIVE CAPACITY.⁷

PHYSICAL RECREATION

PHYSICAL RECREATION IS A COMPONENT OF RECREATION AND IS PHYSICAL ACTIVITY IN WHICH AN INDIVIDUAL OR GROUP IS ENGAGED FOR PURPOSES OF FITNESS AND ENJOYMENT AND MAY INVOLVE COMPETITION.

RECREATION

RECREATION IS ALL THOSE THINGS THAT A PERSON OR GROUP CHOOSES TO DO IN ORDER TO MAKE LEISURE TIME MORE INTERESTING, MORE ENJOYABLE AND MORE PERSONALLY SATISFYING. RECREATION IS NOT CONFINED SOLELY TO SPORTS AND PHYSICAL RECREATION PROGRAMS, BUT INCLUDES ARTISTIC, CREATIVE, CULTURAL, SOCIAL AND INTELLECTUAL ACTIVITIES.⁸

RECREATION COMMUNITY

THE RECREATION COMMUNITY ENCOMPASSES ALL PUBLIC AND PRIVATE GROUPS, ORGANIZATIONS AND INDIVIDUALS THAT ARE INVOLVED IN SOME ASPECT OF RECREATION IN BRITISH COLUMBIA.

RECREATION FACILITY

A RECREATION FACILITY IS AN INDOOR OR OUTDOOR STRUCTURE, NATURAL FEATURE, OR A COMBINATION THEREOF, THAT IS ESSENTIAL FOR UNDERTAKING RECREATION PURSUITS.

RECREATION SYSTEM

ENCOMPASSES ALL MEMBERS OF THE RECREATION COMMUNITY, THEIR COLLECTIVE ORGANIZATIONS, THE PROCESSES, FUNCTIONS AND SERVICES THAT THEY PERFORM AND THE SUPPORT SERVICES SUPPLIED TO KEEP THE COMMUNITY AND ITS ORGANIZATIONS OPERATING.

SPORT

SPORT IS A COMPONENT OF RECREATION AND HAS THREE ESSENTIAL ELEMENTS:

1. SPORT REQUIRES THAT PARTICIPANTS EXECUTE PHYSICAL AND MENTAL SKILLS WHICH REQUIRE PRACTICE OR PREPARATION TO IMPROVE OR PERFECT.
2. SPORT INVOLVES COMPETITION AGAINST OTHER PARTICIPANTS, ONESELF OR NATURE. LEVELS OF COMPETITION RANGE FROM THOSE FOR THE BEGINNING PARTICIPANT TO THOSE FOR INTERNATIONAL COMPETITION.
3. SPORT OCCURS IN A STRUCTURED AND ORGANIZED ENVIRONMENT, AND IS COVERED BY RULES.⁹

THE RECREATION ENVIRONMENT

FORCES OF CHANGE

British Columbia is changing rapidly. As a province, we are becoming more cosmopolitan, more urban and more sophisticated. Many forces are acting on our social, cultural, economic and natural environments to create change. They range from a strong and sustained immigration of new residents, both from abroad and from other parts of Canada, through to ecological issues.

The expectation that the changes we are witnessing now will continue and perhaps even accelerate tells us that we must rethink our traditional approach to delivering opportunities and programs in recreation. We must analyse the changes that are taking place in our province in terms of their effect on the recreation system as it presently operates. The following illustrates some of the changes that we have observed, together with our thoughts on the kinds of adjustments the recreation community is facing.

Aging

Demographic changes are modifying recreational patterns, requirements and expectations of British Columbians. As a group, we are becoming older; hence adults are becoming the most significant recreational user group and are pressing for increased and improved programs.

Although programming for children will always be of prime importance, more and more programs geared for adults will have to be incorporated into all levels of the recreation spectrum.

Immigration

Immigration is increasing our population, which is creating pressure on existing recreation facilities. It is also adding to our ethnic diversity, which is creating demands for new recreational opportunities. Our newcomers tend to settle in urban areas, which implies that rural regions may find it increasingly difficult to attract a high level of recreational services and funding. As a group, recreationists will have to weigh the new demands and find ways to integrate newcomers into their existing programs.

The recreation system must look for creative ways to make maximum use of facilities and to balance the addition of facilities, programs and opportunities in urban areas with the needs of rural participants.

Women Working

The growing numbers of women in the work force are introducing a whole range of recreational challenges. Many people have less leisure time than in the past. They no longer have time to transport children to recreational activities and events; they can no longer be expected to donate countless volunteer hours to recreational leadership; and they require programs and facilities during the "peak" after work hours. Because of all these factors, programmers will have to rethink scheduling.

New recreation opportunities will have to be developed that include child care, less structure and short time frames. Recreational programs for children will have to be developed at or near schools and other community facilities to reduce the need for children to have to travel long distances to participate.

Economic strata

An increasingly large segment of the population is opting to take early retirement. These people are also making new demands on recreation facilities. In many cases they are affluent, informed and interested in pursuing an active lifestyle. They can use facilities during traditional working hours and are often willing and able to pay for quality services. Private clubs for those who have the ability to pay for specialized services will proliferate. They will likely employ aggressive marketing techniques to create a niche in the recreation market. Recreation retailers will begin to cater to the older, active client.

Recreationists will need to develop quality programs presented by knowledgeable instructors for this well-informed client group with both money and time.

While some user groups have more disposable income than was formerly the case, others, such as single parents, often have less. This is causing a widening gap between the rich and the poor.

The recreation system must take this into account and undertake new initiatives to provide low cost opportunities for the segment of the population with fewer economic resources.

Volunteers

Volunteers have traditionally been parents of participants, young women and men with a keen personal interest in a particular activity. Because this is also the group with the least leisure time, new sources of volunteers (such as newcomers and people no longer in the work force) will have to be fostered and developed.

The countless hours spent by volunteers in the service of recreation will need to be recognized and rewarded in appropriate ways.

CHANGING VALUES

At the same time as demographic trends are changing the face of our province, changing values are also reshaping the social and cultural mores of British Columbians. For example, a growing concern for the natural environment is creating new emphasis on the need to preserve and maintain quality outdoor recreational areas.

Environment

Recreationists of the future will have to take environmental concerns into consideration and ensure a sustainable use of outdoor recreation areas and other resources.

Self-direction

Increasing structure in our everyday lives may be contributing to the rise of self-directed recreational choices.

The recreation system will need to recognize and react to this demand for self-directed recreation by providing more information and access to facilities in a non-structured format.

Social

The increasing automation of the work place and the consequent isolation of individual workers suggests that people looking for ways to socialize will increasingly turn to recreation opportunities. We must be ready for them.

We must consider the increased importance of the need to provide opportunities for social interaction when developing programs.

Activity Options

We seem also to be moving towards less competitive activities than in the past.

It will be necessary to focus more attention on the casual and occasional participant, while ensuring that competitive opportunities continue to exist and high performance can remain a priority for those who strive for excellence.

People with Disabilities

Society is beginning to recognize that people with disabilities need special opportunities to participate in recreation for its own sake, rather than as therapy. Although many people with disabilities prefer to participate in integrated programs, others feel more comfortable in groups designed especially for them. In either case, people with disabilities are increasingly looking to the recreation community for opportunities to participate. Recreationists must be ready for them with buildings and programs that are not only accessible but inviting.

Self-sufficiency

The recognition that our governments must reduce non-vital spending is creating a trend to greater self-sufficiency in recreation, and to efforts to forge stronger economic ties with the corporate community. Marketing for recreation is already becoming more important than it was in the past and will continue to increase in the future as the recreation community vies with other interests for corporate dollars. Recreation will take up a larger role in tourism as government and corporations recognize the potential for recreation services, events, competitions and opportunities to attract tourists.

In order to forge a stronger niche in the marketplace, the recreation community must become even more "market oriented" in its thinking, approach and skills.

Planning

As a result of these and many other changes and trends, the recreation community must take time to refocus, regroup, and especially to plan. Your decision to undertake a strategic plan for recreation and sport at this time was therefore timely.

In producing the strategic plan for recreation in British Columbia, we have tried to pay close attention to what's happening demographically and socially in the province. We have attempted to develop strategies to incorporate change that is occurring at the moment, and to anticipate changes that are predicted for the future. And we have also tried to make the plan flexible enough to deal with presently unforeseen shifts in trends and changes.

WHAT WE'VE LEARNED

The Action Challenge Committee spoke to many British Columbians—volunteers, professionals and participants—involved in our recreation system,¹⁰ and we analysed the written observations and opinions of hundreds more.¹¹ Our research has shown that the recreation system as it functions today needs to be prepared for the immense societal, economic, environmental and demographic shifts that are occurring within the province.

We will attempt to categorize and describe the key needs and opportunities that have been drawn to our attention. These and others are addressed in the section of this report entitled, *Long Term Directions*.

BEING PREPARED

In order to prepare for the future, all members of the recreation community must have the opportunity and responsibility to undertake research and planning. This will enable us to know exactly what the system's vision is for the future, what it should be doing to prepare for the future, and how it could implement new initiatives.

Planning and Research

An overall system plan with clearly defined objectives, roles, responsibilities and fiscal and evaluative processes must be developed and implemented by all partners in the system. This report recommends both long term directions, including goals and objectives, and a structure for putting the challenges into action.

To do this, data bases and inventories of what currently exists should continue to be developed and enhanced in as many areas as possible. Research should be undertaken into all the areas of recreation, including recreation promotion, participation in recreation, wellness issues and marketing recreation to various clients from non-users to major corporate sponsors.

The establishment of an agency with the mandate to provide direction and oversee the recreation system would allow the system to function more effectively and efficiently. This agency needs to be embedded in legislation at the inter-ministerial level in order to be able to address the entire system. The establishment of a provincial government statute for recreation would facilitate and entrench the provision of policy direction within the system.

Legislation

A recreation act should be developed to entrench recreation policy in the government's mandate. The act should include recreational land use, sport ethics, policies, priorities and definitions.

At the moment, the recreation system seems to address physical, social and cultural recreation through its municipalities and the quest for excellence in sport through Provincial Sport Organizations and the provincial government. The sport system tends to best meet traditional recreational needs, while municipal recreation, which is currently beyond the operation of the Provincial Sport and Recreation Division, is set up to appeal to a broader clientele.

New British Columbians

The growing importance of new immigrant groups suggests that the province should look to providing services for a broader spectrum of recreational activities.

Special Needs Groups

Heightened awareness of our "special needs groups" such as older adults, youths, Natives, females and people with physical disabilities leads us to suggest that the province provide financial and organizational support for program options that offer opportunities to these groups.

Education System

The education system potentially plays a critical role in exposing students to recreation, developing an awareness and appreciation for recreation, and supporting participation. Nevertheless, all levels of recreation are currently under-served by the education system.

It is extremely important to bring recreation into the mainstream of the provincial education system.

In addition to improving opportunities for its own students, the education system can become more involved in community recreation by making its facilities available to municipalities or individual recreation groups. Likewise, municipalities can also improve opportunities for school children by sharing instructors, coaches and leadership expertise with the education system. In this case, the community recreation leaders would augment the recreational opportunities that are available in the schools either by leading after-school activities or by teaching specific classes.

Small Communities

Generally, our larger municipalities are doing an excellent job of providing recreation programs; however, many smaller communities need assistance with the provision, maintenance and creative scheduling of facilities, programs and personnel.

Facilities

If facilities in the recreation system are to meet current and future needs, they must be made accessible to people with disabilities; they must be kept up to date by building new facilities and repairing old ones; and they must be effectively designed and utilized to the maximum.

We suggest that a baseline inventory of existing indoor, outdoor, urban, rural and wilderness facilities be developed. In addition, guidelines and priorities for the addition of new facilities, their design, maintenance, access and use must be established.

We look to the Province as a guiding authority to ensure that the planning, development and maintenance of facilities meet the long term needs of users, communities, regions and the Province.

Recreation programs and the environment in which they are delivered need to reflect the needs of the recreation community and its clients, the participants. Users and potential users should be encouraged to participate in the development of programs and policies at all levels.

Monitoring/Evaluation

Monitoring and evaluation of projects and programs are important aspects of program planning and implementation that should become part of the ongoing operation of the recreation system.

GETTING ORGANIZED

The recreation system is becoming increasingly complex, involving widely diverse recreation organizations and all levels of government. A system such as this needs to maximize coordination, communication and cooperation between its constituent parts.

Partnerships

WE RECOMMEND THAT WAYS BE FOUND TO INCREASE THE PARTNERSHIPS AMONG THE MANY PROVINCIAL MINISTRIES, MUNICIPALITIES AND PRIVATE GROUPS THAT IN SOME WAY ADMINISTER THE RECREATION SYSTEM IN BRITISH COLUMBIA.

Streamlining

The system needs to be as efficient and effective as possible. This would allow services, support, resource allocation and administrative functions to be made equitably available to all organizations working toward the system's goals and objectives.

WE RECOMMEND AN OVERALL STREAMLINING OF THE STRUCTURE OF RECREATION IN BRITISH COLUMBIA, AND A CLEAR IDENTIFICATION AND UNDERSTANDING OF THE FUNCTIONS AND ROLES OF ALL ITS PARTS.

Funding

The provincial government already provides considerable financial support for the recreation system; however we suggest that funding be increased and also that funds be committed for longer terms than one fiscal year. This would increase stability in the system by enabling groups to develop longer term plans, programs and projects.

The provincial government's system of grants to recreation organizations needs to be reviewed from several perspectives: the complexity of grant applications, the length of term of grants, the timing of grants in budgeting cycles, and the timing of notices of granting decisions. Accountability for the expenditure of funds needs to be built into the system, and should be applied to both the grantors and grantees.

WE RECOMMEND THAT FUNDING BE DIRECTED AT SPECIFIC OBJECTIVES AGREED UPON BY THE RECREATION COMMUNITY. FOR EXAMPLE, MAXIMUM FUNDING SHOULD BE MADE AVAILABLE FOR LEADERSHIP AND THE DELIVERY OF PROGRAMS TO PARTICIPANTS AND A MINIMUM FOR ORGANIZATIONAL ADMINISTRATION.

LEADERSHIP

Since leaders establish policy and deliver all programs and services, they are the key to where the system is going, how effective and efficient it is and ultimately what the individual gets out of it. High quality leadership is therefore vital to the proper operation of the recreation system.

Leaders

Leaders must be adequately trained and properly qualified. Opportunities for ongoing upgrading should be built into the system.

Volunteers

Volunteers are the backbone of the recreation system. Without the countless hours of service by many thousands of volunteers, much of the recreation system would collapse.

Training opportunities for volunteers in all areas of organizational management should be expanded and publicized. Incentives are also needed to attract new volunteers and retain experienced volunteers in the recreation system. This should occur through recruitment, training and recognition programs.

Instructors and coaches, whether volunteer or paid, provide essential services within the recreation system. Recreation leaders need to be adequate in numbers, well qualified, highly motivated and dedicated to the goals and objectives of the recreation system.

Instructors/Coaches

Training opportunities for coaches, instructors and other leaders within the recreation system should be evaluated, updated, publicized and made available. Formal programs in colleges, technical schools and universities to train recreation leaders and administrators within British Columbia should be enriched and supported.

MARKETING

Participants are the reason why the system exists. At the present time the system is witnessing a shift in needs and interests among participants, characterized by a move away from some of the more traditional recreational pursuits and into less structured activities.

Education/Promotion

We suggest that a broad-based education and promotion program be undertaken to attract participants to the recreation system.

Particular attention should be paid to attracting groups, such as school children, older adults, economically and physically disadvantaged, native peoples, women and some segments of the work force that currently have less access to the recreation system.

Successful marketing to the corporate community is absolutely necessary for recreation to continue to thrive as government grants cannot continue to support the recreation system to the extent that they have in the past.

Marketing

We suggest that every effort be made to help recreation organizations gain the skills and experience necessary to market their products and programs effectively to the business sector.

WHAT WE BELIEVE, VALUE AND APPRECIATE

The Action Challenge committee believes that certain philosophical principles must provide a foundation for the strategic plan for recreation in British Columbia. These principles are understood to apply to all aspects of the plan. They are the philosophical guidelines within which the plan operates; at the same time they permeate the plan. They are universal concepts that apply to all British Columbians.

Wellness

An active and healthy lifestyle is important to the well-being of all British Columbians. We believe that recreation is essential to the psychological, social and physical well-being of British Columbians of all ages and interests and for both genders. An active and healthy lifestyle benefits individuals by contributing to their physical, mental and spiritual health. It benefits the Province by providing a population that is physically, mentally and spiritually healthy; and by having a more alert and productive work force, with less need for social and medical services.

Access

All individuals, regardless of age, ability or disability, gender or financial position, deserve equitable access to recreation opportunities. At the present time, some British Columbians may find it easier than others to participate in organized recreation opportunities. Others may find some outdoor recreational opportunities too distant to reach. However, this principle recognizes that an active and healthy lifestyle is equally important to all British Columbians and should be equitably available.

Participation

Participation should be encouraged for its own sake. Too often, participation in activities is seen as a means to an end—winning, for example. We believe that many individuals wish to participate simply to enjoy the activity itself.

Performance Goals

The individual's interest and ability should be the sole determinant of that individual's degree and level of involvement in an activity. When individuals become involved in a program, they are too frequently pushed to exceed their interest level and ability in order to keep up with other participants, or to excel. Programmers need to ensure that participants establish their own goals.

Excellence

All participants should be encouraged to develop to their maximum performance potential. This principle recognizes that while programmers need to respect the individual's wishes regarding their degree and level of involvement in an activity, they should also encourage all participants to reach their highest level of personal excellence.

Choice

Individuals have a right to choose the activity or activities in which to participate. This means that programmers will need to listen and respond to their clients when developing and presenting programs.

Value

The experience, achievement and performance of all individuals and groups should be valued equally. Biases based on age, physical ability, gender or ethnic origin that can lead to inequities in terms of the value which is placed on their participation should be recognized and eliminated.

Support

We believe that participants deserve the best possible service that can be provided. Although the recreation system provides an infrastructure for groups and organizations that use it, its primary purpose is to provide support services for participants. The system can do this only if its structure is designed to make it possible.

Decision-making

We believe that participants in the recreation system have a right to be represented in decisions affecting them. Frequently programs and services are provided on the basis of tradition or the programming convenience of key groups. When participants have a voice in programming decisions, the programs provided more accurately reflect their needs and wishes.

Volunteers

We believe that the contribution of volunteer should be recognized as a valued component of the recreation system. This principle recognizes that the dedication of volunteer leaders, coaches, officials, administrators and others is critical to the very existence of recreation services.

Ethics

We believe that the recreation system must be premised on the need for fair play, honourable conduct, and ethical behaviour, and that any activity contrary to the principles of good sportsmanship should be absolutely forbidden. Recreation contributes to the physical, social and psychological well-being of participants. Every care must be taken to ensure that these benefits are protected and fostered.

INDIVIDUAL PARTICIPATION

We believe that the recreation system should be set up as much as possible to provide support and encouragement to individuals to participate in recreation opportunities. The system should facilitate the movement or development of the individual along the path from initial exposure to ongoing casual participation and/or excellence by providing an effective support system. The strategic plan reinforces participation and supports this progression to excellence.

Figure 2 illustrates the development options available for an individual in recreation.

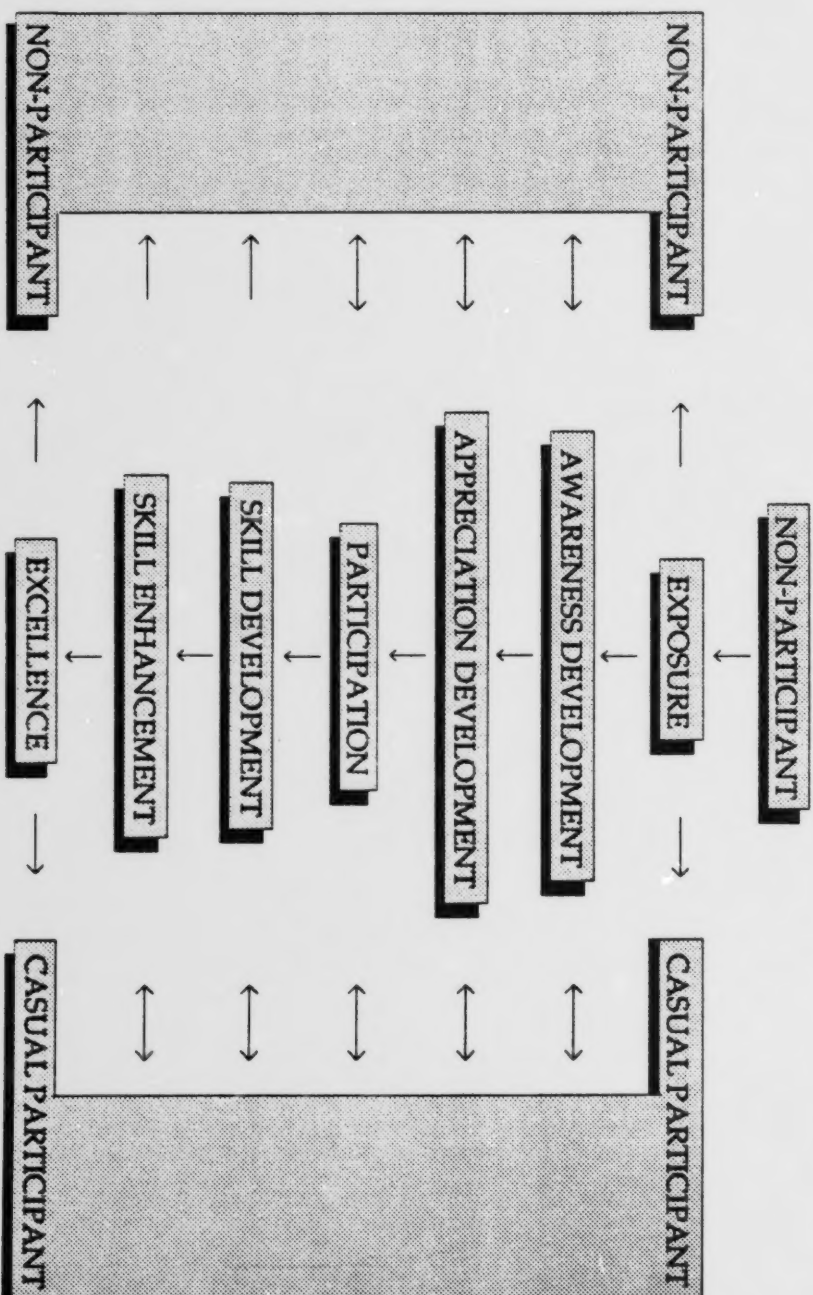
In this model, a non-participant of any age becomes exposed to recreation and either remains a non-participant or sets out on a path to participation and may develop through awareness and appreciation toward excellence or ongoing casual participation. While ideally a child is exposed to recreation in the home, the role of the education system in exposure, awareness and appreciation is also critical. If children have a strong positive exposure to recreation options while in school, they will have a strong chance of continuing as participants through the school years and beyond.

Awareness development may occur by enabling an individual to learn about various forms of recreation. At the appreciation development stage, the individual understands the benefits of recreation in general and begins to experiment with specific activities. By this stage, participants usually begin to value recreation as a personal leisure choice.

An individual can become a participant in recreation by being exposed through any number of ways. By the same token, an individual can drop out and then return to participation at any stage in the development process. It is important, therefore that the system support the pre-schooler, school-age child, post secondary students and adults of any age in the "exposure" and "awareness development" levels on the model.

Figure 2

INDIVIDUAL PARTICIPATION AND DEVELOPMENT IN RECREATION



An active participant in recreation should be encouraged toward skill development. Although the education system may continue to play a critical role at this stage, individuals may also participate and obtain support through a community group, an organization or club, or may even choose to develop their skills in an unstructured and unorganized manner. Other individuals such as coaches, instructors and peers often become increasingly important as the individual develops skills in specific activities.

By the time individuals reach the skill enhancement stage, they are well along the road to excellence. Even if they become casual participants at this time, the skill level and cultural commitment will likely remain high. If they choose to remain in the excellence stream, it is likely that they will be competing at the provincial or national level of expertise. This will involve the support and encouragement of provincial organizations, with their specialized coaching and sophisticated infrastructure.

It is important that the entire recreation system participate in supporting individuals as they pass through the development model, for it is only through a consistent environment of encouragement and facilitation that the greatest involvement of the greatest numbers of British Columbians in recreation pursuits can be achieved.

OUR VISION

Rooted in the imagination, visions are in a sense idealistic. They are not quantifiable. They are inspirational. Guided by principles and values, visions move us beyond where we are now into a better future.

ALL BRITISH COLUMBIANS SHALL APPRECIATE AND VALUE THE SOCIAL, CULTURAL, ECONOMIC AND WELLNESS BENEFITS OF RECREATION. THE RECREATION SYSTEM WILL BE THE COLLABORATIVE RESPONSIBILITY OF INDIVIDUALS, GROUPS, COMMUNITIES, GOVERNMENT AND THE PRIVATE SECTOR. ALL BRITISH COLUMBIANS SHALL HAVE THE OPPORTUNITY FOR ACCESS TO QUALITY PROGRAMS AND FACILITIES. ALL PARTICIPANTS SHALL HAVE OPPORTUNITIES TO PURSUE THEIR CHOSEN ACTIVITIES TO THE EXTENT AND SKILL LEVEL THEY CHOOSE. ALL PARTICIPANTS SHALL BE ENCOURAGED TO PURSUE THEIR PERSONAL LEVEL OF EXCELLENCE IN THEIR ACTIVITIES. THE ORGANIZATIONAL SYSTEM WILL BE MANAGED IN A COORDINATED AND COOPERATIVE MANNER BY VOLUNTEERS AND/OR STAFF, WILL BE EFFECTIVELY FUNDED, PROPERLY PLANNED, AND RESPONSIVE TO THE EVOLVING NEEDS OF ITS USERS.

THE *Action* CHALLENGE

SECTION 2:

LONG TERM DIRECTIONS

INTRODUCTION

Long term directions for the recreation system must grow out of an established and accepted mission. The goals and objectives that focus and elaborate the mission are related to the vision and are bounded by what we believe, value and appreciate. This section of the report presents the recommended long term directions for the recreation system in British Columbia: its mission, goals and objectives.

MISSION FOR THE RECREATION SYSTEM

TO PROVIDE OPPORTUNITIES AND ENCOURAGE PARTICIPATION IN RECREATION, IN ORDER TO ENHANCE AND STIMULATE THE SOCIAL, CULTURAL, PHYSICAL, ECONOMIC AND PSYCHOLOGICAL WELL-BEING OF INDIVIDUALS AND COMMUNITIES IN BRITISH COLUMBIA.

SYSTEM GOALS

The following 10 System Goals and associated Objectives were developed to achieve the very best realistic recreation system for British Columbia.

These goals and objectives are presented as a challenge for all partners in the recreation system. For the recommended system to work, the entire recreation community must seek to contribute to their success by basing their individual plans on the goals and objectives for the system.

THE ACTION CHALLENGE COMMITTEE URGES THAT THESE GOALS AND OBJECTIVES BECOME POLICY OF THE PROVINCE OF BRITISH COLUMBIA AND THAT THE RECREATION SYSTEM BE ENCOURAGED TO BASE THEIR ACTIVITIES ON THEM.

SUMMARY OF GOALS

- Goal 1 To promote and support the development and management of an effective and efficient recreation system.
- Goal 2 To develop an appropriate, stable, and diverse financial base for the recreation system.
- Goal 3 To foster an ongoing awareness and appreciation by all British Columbians of the social, cultural, economic and wellness benefits of recreation.
- Goal 4 To encourage all British Columbians to participate in recreation.
- Goal 5 To provide the widest possible range of recreation programs and facilities for all skill levels.
- Goal 6 To make recreation programs, facilities and events accessible to all British Columbians.
- Goal 7 To provide recreation programs, facilities and events of the highest possible quality to all skill levels.
- Goal 8 to encourage and assist volunteers, staff and participants in attaining their level of personal excellence.
- Goal 9 To entrench quality leadership and management in all areas of the recreation system.
- Goal 10 To develop and maintain an effective volunteer system in recreation.

Goal 1.0

To promote and support the development and management of an effective and efficient recreation system.

The recreation system is highly complex. To operate most effectively and efficiently, its various parts must work in harmony with each other in a cooperative and coordinated fashion. Municipal recreation, education and post secondary education, not for profit recreation organizations, private facilities and the provincial and federal governments must all contribute to the overall smooth operation of the system.

This will require a high level of communication, cooperation and coordination, and will require strategically shared responsibilities, resources and facilities. The recreation system must ensure that it remains responsive to the needs of its clients, the participants, by involving them in the planning and decision-making process, and by conducting research into the effectiveness of programs. The structure must rationalize and maximize the use of its resources to ensure the optimal return for its participants.

This goal and its objectives are designed to support the effectiveness and efficiency of the recreation system by promoting and encouraging sound organizational management. It addresses the need for clarity in roles and functions of the system's component parts. It looks to facilitating communication, coordination and collaboration within the system to improve its integration and rationalization. Finally, it supports a system in which administrative expertise is shared between organizations and therefore has minimal administrative overhead while marshalling a maximum of resources for participants.

MANAGEMENT OBJECTIVES

- 1.1 To promote the development and ongoing maintenance of sound organizational management at all levels in the system.
- 1.2 To promote the development and ongoing maintenance of a system in which each component organization has roles and functions that are as clear and distinct as possible.
- 1.3 To promote the development and ongoing maintenance of effective communication, coordination and collaboration between all the constituent parts of the system.
- 1.4 To develop a system where the ongoing management and program delivery is the result of regular input from participants, volunteers and staff.
- 1.5 To promote the development of a system that maximizes its service to participants and its efficiency in resource expenditure on administration.
- 1.6 To promote the development of a system that is responsive to public needs and sensitive to the needs of the individual.
- 1.7 To develop a system that is community based.
- 1.8 To promote the development of a system that encourages and maintains quality leadership at all levels within the system.
- 1.9 To promote the development and maintenance of a recreation research and planning function, recreation data base, and a monitoring and evaluation function to allow for ongoing enhancement and development of the system.

Goal 2.0

To develop an appropriate, stable, and diverse financial base for the recreation system.

No system can operate effectively without appropriate resourcing. Currently, funding within the recreation system comes from three main sources: various levels of government, membership and user fees and business sponsorship. The recreation system needs help in developing expertise in seeking funding from the private sector, from individuals and small businesses to large corporations, for it is only with a diverse financial base that recreation organizations can hope to thrive.

At the same time, the criteria for government grants should be reviewed to assure that government monies are spent on projects and programs that support its system goals, to assure that recreation organizations are accountable for money received from governments and to develop a central accountability function for public expenditures. We also wish to encourage measures to assist the development of a more defined and dedicated joint granting strategy between the municipal and provincial levels of government.

In this goal and its strategies, we recognize the expressed needs of the recreation community while understanding the needs of all levels of government for fiscal responsibility. We seek strategies by which the recreation community can become more financially self-reliant, by which we can assist recreationists to become more competent at marketing and fund-raising, and by which the maximum proportion of funds can be expended on participants as opposed to administration.

FINANCIAL OBJECTIVES

- 2.1 To ensure that public funds are expended with the objective of achieving the System Goals for recreation.
- 2.2 To encourage the development of a joint municipal/provincial strategy in the provision of funds to recreation at the community level.
- 2.3 To ensure that public funds are managed with accountability and expended within an ongoing evaluative framework.
- 2.4 To establish an efficient financial management approach to the recreation system.
- 2.5 To develop a strategy that assists the recreation community in increasing its financial self sufficiency.
- 2.6 To develop a financial strategy that will encourage and support short and medium term planning by recreation organizations.
- 2.7 To encourage the development of funding mechanisms that ensure that the maximum proportion of funds are expended on participants and leadership.
- 2.8 To encourage the development of funding mechanisms that ensure maximum efficiency in the expenditure of funds on the administrative support of the system.
- 2.9 To encourage the development and use of decision-making and appeal processes that are equitable in the allocation of funds to components of the system funding.
- 2.10 To develop a structure to ensure central accountability in the expenditure of public funds in the recreation system.

Goal 3.0

To foster an ongoing awareness and appreciation by all British Columbians of the social, cultural, economic and wellness benefits of recreation.

Participation in recreation activities enhances our physical, intellectual and psychological well being. People who are healthy in mind, spirit and body, contribute positively to the work place and to society at large.

Communities also benefit by involvement in the organization and participation in recreation activities. Its citizens work and play together and provide a strong and supportive neighbourhood environment. Outdoor recreationists appreciate nature and respect the need to conserve our natural resources. Recreation facilities and opportunities increase the attractiveness of a community to visitors, who are encouraged to come and to stay longer when they do.

The first step in involvement in any activity is a knowledge and appreciation that it exists. Although most people now recognize that recreation is beneficial to our physical and mental health, certain groups within our population do not seem to be as aware as most British Columbians of the benefits of recreation. These groups are children and youth, recent immigrants, people with disabilities, some women and older people. This goal recognizes that these and other groups need to be targeted for special attention.

There are also many levels on which an awareness is possible. To truly appreciate the social, cultural, economic and wellness benefits of recreation, individuals and communities must be given accurate and complete information. This goal and its strategies elaborate various approaches to promotion and education that are aimed at developing and focussing the interest of potential recreation participants.

AWARENESS OBJECTIVES

- 3.1 To inform all British Columbians of the social, cultural, economic and wellness benefits of recreation.
- 3.2 To develop strategies for effective use of the media in informing British Columbians of the benefits of recreation.
- 3.3 To develop a variety of educational materials for use in the community that inform British Columbians of the social, cultural, economic and wellness benefits of recreation.
- 3.4 To develop and deliver an ongoing community information series regarding the social, cultural, economic and wellness benefits of recreation.
- 3.5 To support and encourage the development and integration of a well-rounded ongoing curriculum package for the education system, that would encourage growth in awareness and appreciation by students of the rewards of recreation.
- 3.6 To develop and implement an ongoing marketing strategy focussing the benefits of participating in recreation on groups and individuals that are under-represented or not served by the system.

Goal 4.0

To encourage all British Columbians to participate in recreation.

Despite encouraging growth in some areas of organized recreation, the recreation community is concerned with what they perceive as a declining level of participation in much of the recreation community. Our research suggests that because of personal preference and time constraints, participation may be decreasing in some organized activities. However, participation does appear to be increasing in non-structured recreational activities. These activities need to be recognized as part of the recreation system and regarded as a priority.

Once an individual's interest in recreation has been aroused, it is important to provide information and encouragement to participate. We believe that this should be done through the provision of detailed information about recreation opportunities and how to get involved. However, we believe that the opportunities can also be expanded by the development of more mass participation programs, events and demonstrations. We also believe that recreation needs to hold a more important place in all levels of our education system.

PARTICIPATION OBJECTIVES

- 4.1 To facilitate the development of a recreation resource inventory system containing the location, types, availability of public and private recreation programs, facilities and events at the community, regional and provincial level.
- 4.2 To develop and implement an ongoing marketing strategy of publicizing recreation programs, facilities and events based on thorough research.
- 4.3 To facilitate positive and motivating introductory experiences for the participant in recreation activities.
- 4.4 To increase direct exposure of British Columbians to recreation through encouragement and facilitation of mass participation events, recreation demonstrations, participation in multi-sport games and activity specific events.
- 4.5 To encourage the retention and enhancement of organized recreation activities in the school system.

Goal 5.0

To provide the widest possible range of recreation programs and facilities for all skill levels.

Demographic changes, for example, British Columbia's increasing and aging population, are introducing new pressures to the recreation system. This goal recognizes that increased and improved programs for these groups are necessary, without reducing programs for more traditional groups. Their wide range of skill levels have to be taken into account, and non-structured and self-directed programs will also have to be developed. People looking for ways to socialize will increasingly turn to recreation opportunities. Recreationists must be encouraged to consider the increased importance of the need to provide opportunities for social interaction when developing programs.

Participants are becoming more sophisticated and demanding. Many people feel that recreation programs are currently being developed without adequate reference to the needs of the recreation community or participants. This goal is designed to help participants get the range of programs they want. Participants need to have opportunities to participate in the development of programs and policies. Monitoring and evaluation should also be important aspects of program planning. This would enable programs to be revised as client demands shift.

PROGRAMMING OBJECTIVES

- 5.1 To undertake research and to develop and maintain a detailed data base on the characteristics and trends of the demand for various types of recreation programs, facilities and events throughout the Province.
- 5.2 To encourage the provision of programs, facilities and events that are demand driven and that reflect the needs of the recreation community.
- 5.3 To encourage and support the development and maintenance of programs that offer multi-level entry points based on skill.
- 5.4 To encourage and support the balanced supply of flexible multi-use facilities and activity specific recreation facilities throughout the Province.
- 5.5 To encourage the education system to provide well rounded and demand driven recreation programming for all students.
- 5.6 To encourage the development of new initiatives in communities through implementation of an ongoing start-up support program.

Goal 6. 0

To make recreation programs, facilities and events accessible to all British Columbians.

Issues of access today usually imply physical access to a structure. We think of wheelchair ramps, wide doors, effective signage, architectural designs and upgrades that enable people with various disabilities to use facilities. Physical access to facilities is of first importance, but there are also other considerations of access that must be addressed.

With recreation facilities in high demand, available resources and personnel are facing unprecedented challenges. There are several special needs groups who traditionally have had difficulties gaining access to programs and facilities: people with disabilities, the economically disadvantaged, and new groups attempting to use facilities and programs during peak times. In recent years, the emphasis on and opportunities for recreation have declined in all areas of the education system from pre-school to colleges and universities. Recreational programs for children will have to be developed at or near schools and other community facilities. Many smaller communities have fewer recreation facilities and may lack knowledgeable leaders. Therefore the needs of British Columbians in less central regions need to be considered specially.

This goal and its objectives recognize the need to have facilities designed for maximum physical access and for the establishment of standards for basic recreation needs in all areas of the province, so that even in the more remote regions, participants will be able to have access to a certain base level of programming. Opportunities to participate in high performance sport should also be available to as many athletes and groups as possible. It should also be as easy as possible for those people and communities who are engaged in providing recreation opportunities to communicate and cooperate with each other.

ACCESSIBILITY OBJECTIVES

- 6.1 To undertake research and to develop and maintain a detailed data base on the characteristics and trends of the provision of various types of recreation programs, facilities and events throughout the Province.
- 6.2 To promote the development and implementation of standards for recreation facility location, design and construction that ensures reasonable levels of physical access for all British Columbians.
- 6.3 To promote the development and implementation of design and delivery standards for basic recreation programs that should be available to all areas of the Province.
- 6.4 To develop a regional and provincial strategy for the provision of and access to recreation facilities and programs geared toward the development of high performance in physical recreation and sport in British Columbia.
- 6.5 To encourage and facilitate the coordination, cooperation and communication between recreation facility operators, program deliverers and event holders.

Goal 7.0

To provide recreation programs, facilities and events of the highest possible quality to all skill levels.

Not everyone begins to participate in recreation at a young age and then progress in skill throughout their youth. Many people who may be skilled in one area turn to a totally new activity later in life. Others may become interested in recreation activities as an adult. Unless quality opportunities are provided for people to feel comfortable participating at their skill level, or unless they feel that appropriate lessons will be provided for their skill level, many people are reluctant to become involved in an activity. Participants need to have opportunities to develop their skills in the activity of their choice with the assistance of high quality programs.

Recreational facilities should be of the highest quality possible and should be designed to accommodate participants of all skill levels, from casual beginners and occasional participants to seasoned high performance competitors. This may require that some facilities be dedicated to a particular type of use, or it may mean that a facility will be shared by groups who have many levels of expertise and dedication.

Participants also need to be supported from the entry level to the high performance sport level, regardless of age, experience or background, by a structure that provides them with opportunities to participate at their skill level in high quality recreation events from community fun days to the Olympic Games.

This goal and its strategies address the issues of making quality of programs, facility design and operation and event management available to participants of all ages and skill levels. It encompasses such diverse activities as hiking and table tennis and a range of skill levels from introductory golf lessons to the provision of scholarships and other funding aimed at keeping our best athletes in the Province. The events we envision can be equally diverse, from low key events such as school bicycle safety rallies to intense international multi-sport competitions.

QUALITY OBJECTIVES

- 7.1 To monitor and evaluate, on an ongoing basis, trends in recreation program design and delivery, facility design and operation and event management.
- 7.2 To encourage the development of Province-wide standards in recreation program delivery, facility design and operation and event management.
- 7.3 To encourage the development of programs, facilities and events that meet the demands and needs of recreation participants and the standards recognized by the recreation community.
- 7.4 To develop and maintain Province-wide programs that employ and foster excellence in leadership, management, program delivery, facility operation, event management, community support, education and participation in recreation.
- 7.5 To develop and maintain Province-wide programs that foster leadership and excellence in recreation training, coaching and instruction.
- 7.6 To develop programs aimed at assisting in the construction, upgrading and retrofitting of recreation facilities to provincial standards.

Goal 8.0

To encourage and assist volunteers, staff and participants in attaining their level of personal excellence.

Personal excellence can be many things. It can be learning to function as volunteer treasurer or coordinator of an outings club. It can mean being the very best instructor one can be for a senior citizens' learn to swim program. It can mean performing effectively as Chief Executive Officer of a network of fitness centres. It can also mean running a 12 minute mile or making the national team in the sport of one's choice. In other words, personal excellence allows us to perform the task of our choice the best way we can possibly do it.

In order to do this, others may need to know that we are capable of improving; we need to know what options are available to us; we need training opportunities; we need the opportunity to perform in an environment that allows us to reach our personal level of excellence and we need to be recognized as having achieved personal excellence.

This goal and its strategies provide for promotion and research in the area of personal excellence, maintaining an ongoing talent bank, and developing, promoting and conducting skill development programs for all segments of the recreation community. This goal recognizes the need to provide counselling services and financial and logistical assistance as required. It also understands that opportunities to gain recognition through competitions or rewards for achievements are necessary motivators for individuals to attain personal excellence.

PERSONAL EXCELLENCE OBJECTIVES

- 8.1 To develop and deliver an ongoing information program regarding the personal and public benefits of achieving excellence in recreation.
- 8.2 To encourage ongoing research in the physiological and psychological aspects of high performance in recreation.
- 8.3 To facilitate the development of a skill identification and information system.
- 8.4 To facilitate the development and provision of ongoing skill development programs for volunteers, participants and staff in recreation.
- 8.5 To encourage and facilitate holding a range of competitive events.
- 8.6 To encourage the development of a program aimed at assisting participants, staff and volunteers to meet financial and logistical challenges.
- 8.7 To develop and maintain a program intended to counsel participants during the developmental, peak performance and subsequent periods.
- 8.8 To develop and deliver an ongoing program aimed at recognizing and rewarding the achievement of participants, volunteers and staff in recreation.

Goal 9.0

To entrench quality leadership and management in all areas of the recreation system.

All systems and organizations need quality leadership to function most effectively. Indeed, leadership is the keystone that holds a system in place and upon which all other aspects of the system must depend for support. It is critical, therefore, that leadership be the best that is possible.

To achieve the best possible leadership and management in the recreation system, appropriate training programs are necessary. Leaders need to be encouraged to undertake ongoing training and to be rewarded for doing so. Leadership extends from instructors and coaches to municipal and provincial public servants. What unites them is the function of providing leadership to some aspect of the recreation system. Recreationists wanting access to properly trained leaders and managers need to be able to tap into an information network that describes people with the skills they are seeking.

Leaders and managers usually have strong planning mandates. This needs to be recognized and supported by providing recreationists with access to systematic planning functions. An evaluation program accompanies a planning function and needs to be entrenched in the system in order to maximize the benefits of leadership and management.

LEADERSHIP OBJECTIVES

- 9.1 To develop a coordinated long-term planning function directed at providing ongoing leadership and impetus for change.
- 9.2 To enhance and build upon the ongoing leadership and management training programs in a manner that reflects the needs of all areas of the recreation community.
- 9.3 To develop and support an ongoing network of qualified coaches, trainers and instructors in recreation.
- 9.4 To develop a coordinated short term planning function directed at providing ongoing leadership in regional and provincial level policy, program, event and facility development.
- 9.5 To install a provincial level evaluation program aimed at maximizing the benefits of recreation programs.
- 9.6 To entrench socially acceptable ethical standards in all areas of the recreation system.

Goal 10.0

To develop and maintain an effective volunteer system in recreation.

If leadership is the keystone of the recreation structure, volunteers are the bricks and mortar that allow it to happen. Having a system in place that recruits, trains and rewards volunteers is therefore vital to the ongoing health of the recreation community. Parents of participants have traditionally provided the bulk of volunteers for the recreation system. However, today parents are busy, often participating in their own recreation programs, and have little time for volunteering. New groups need to be recruited as volunteers. Young adults without family responsibilities or older people whose family responsibilities are behind them could be trained as volunteers in all areas of the recreation system. Newcomers to the Province could be recruited into the system.

This goal and its strategies suggests that we establish a provincial volunteer centre for coordinating training initiatives and opportunities for volunteers. It asks that the needs and objectives of the volunteer segment of the recreation community be integrated into the recreation infrastructure. It seeks training courses for volunteers and similar training courses for recreation managers and administrators to better utilize the skills and abilities of volunteers. Lastly, it make provision for recognizing and rewarding volunteers who contribute to the success of the recreation system.

VOLUNTEER OBJECTIVES

- 10.1 To develop a data base and undertake ongoing research into the supply, demand and trends in volunteer participation in society.
- 10.2 To design, develop and implement a framework that supports volunteers in the delivery of recreation services.
- 10.3 To integrate the needs and objectives of the volunteer community into the policies and programs of the recreation system.
- 10.4 To develop and support the delivery of a volunteer training program aimed at enhancing skill development.
- 10.5 To develop and support the delivery of a program aimed at assisting recreation managers and administrators to enhance the contributions made by volunteers in recreation.
- 10.6 To develop and implement an ongoing program that recognizes the contributions of the volunteer to the recreation system.



THE
Action
CHALLENGE

SECTION 3:

PUTTING THE CHALLENGE INTO ACTION

INTRODUCTION

As a committee, our final and perhaps most important task was to put together an organizational structure which we felt would incorporate roles and responsibilities that would best enable the System Goals and Objectives to be implemented. This phase puts the recreation challenge into action.

EXPRESSED NEED

The following words of advice were offered by an individual who responded to the *Discussion Paper*. They express the feeling of many recreation practitioners.

"Communicate what is happening, commit to supporting good programs; demand accountability; trust the expertise of those in the field; listen, evaluate and act; look for gaps, see why they are there and fill if appropriate; hook up with federal/industry partners; encourage independence without abandonment and support without dependence."¹²

METHODOLOGY

This section of the report describes the organizational structure we developed to meet the Management Goal and its Objectives as outlined on pages 30-31, and to set the framework for the achievement of the nine other Goals and related Objectives that our committee developed. In addition, this section introduces each component of the proposed recreation structure by identifying their function in the system and what the Committee sees as their key strategic tasks essential for successful delivery of recreation services to the people of British Columbia. These strategic tasks were developed as a result of community input, at times referred to in the *Expressed Need* sections.

The structure we are proposing here involves those areas within the recreation system in which the Minister of Municipal Affairs, Recreation and Culture has direct jurisdiction and influence.

The Committee suggests that for the system to function properly its community, municipal, regional and provincial partners will need to work collaboratively within the system structure in an ongoing effort to achieve its Mission, Goals and Objectives.

The Committee recommends that the Province, as principal body for leadership in recreation, establish the Goals and Objectives outlined in the section of this report entitled, *Long Term Directions* as Provincial Policy.

DEVELOPING THE STRUCTURE

One of the challenges that the Committee confronted in its deliberations, readings, analyses and discussions was determining the appropriate role for the Province in the recreation system.

On a number of occasions we heard observations such as this:

"We could plan more effectively if the Province would stay out of direct delivery but assist in community-wide direction setting."

The Committee agrees.

WE RECOMMEND THAT DIRECT PROGRAM DELIVERY BE REMOVED FROM THE MANDATE OF THE PROVINCE AND BE INSTITUTED AT ARM'S LENGTH WITHIN THE RECREATION COMMUNITY.

This would provide numerous benefits to the recreation system and its participants. It would enable government to:

- Concentrate its time and resources on policy development and facilitation of the recreation system;
- Focus on assisting the recreation system to operate effectively and efficiently;
- Provide research, planning and strategic direction to recreation; and
- Ensure that the system is seeking to achieve appropriate goals and objectives through monitoring and evaluation.

An arm's length relationship enables:

- Accountability and the assumption of responsibility by the recreation community in program delivery and resource use;
- Flexibility in the system to change within its rapidly changing environment;
- Stability in resource allocation;
- Program delivery being more product and community focussed; and
- Greater opportunities in program delivery.

The Action Challenge Committee feels that the separation of program delivery from policy direction and facilitation through the formation of a society under the *Societies Act* is the most effective way to achieve the Goals and Objectives established for the system.

SOCIETIZATION

This strategy of using a society structure to achieve an arm's length relationship in program delivery is compared with other alternatives in Appendix E. It offers:

- The ability of the recreation system to make its own decisions within the overall achievement of provincial goals.
- A strong ongoing link between government and program delivery.
- Autonomy for the recreation community without abrogation of responsibility by the Province.

- An acceptable level of accountability for the expenditure of public funds.
- A reduction of the bureaucracy of initiation and maintenance of the created organization.
- Maintenance of the profile of the Minister responsible for recreation.
- Better ownership of the recreation system at the community level.

PROVINCIAL ROLE

With recreation program delivery being undertaken through an arm's length society, the province, through a branch in the Ministry of Municipal Affairs, Recreation and Culture, can concentrate its efforts on leadership; by providing recreation policy, facilitation, system stewardship and research to the recreation community.

COMMUNITY ROLE

An advisory board should be continued in order to provide the Minister responsible for recreation and the society with objective and impartial advice on recreation matters and to add depth and sensitivity to the leadership and program activities of the Ministry and society.

THE STRUCTURE

THE COMMITTEE RECOMMENDS THAT THE MINISTER CREATE A PROVINCIAL GOVERNMENT AGENCY TO BE CALLED RECREATION SECRETARIAT AND TO BE RESPONSIBLE FOR LEADERSHIP AND FACILITATION IN RECREATION.

THE COMMITTEE RECOMMENDS THAT THE MINISTER, IN CONCERT WITH THE RECREATION COMMUNITY, CREATE A BODY TO BE CALLED RECREATION ADVISORY COUNCIL WHOSE FUNCTION IS TO PROVIDE ADVICE TO THE MINISTER.

THE COMMITTEE RECOMMENDS THAT THE MINISTER, IN CONCERT WITH THE RECREATION COMMUNITY, CREATE A SOCIETY TO BE CALLED BRITISH COLUMBIA RECREATION SOCIETY WITH THE MANDATE OF DELIVERING RECREATION PROGRAMS IN BRITISH COLUMBIA.

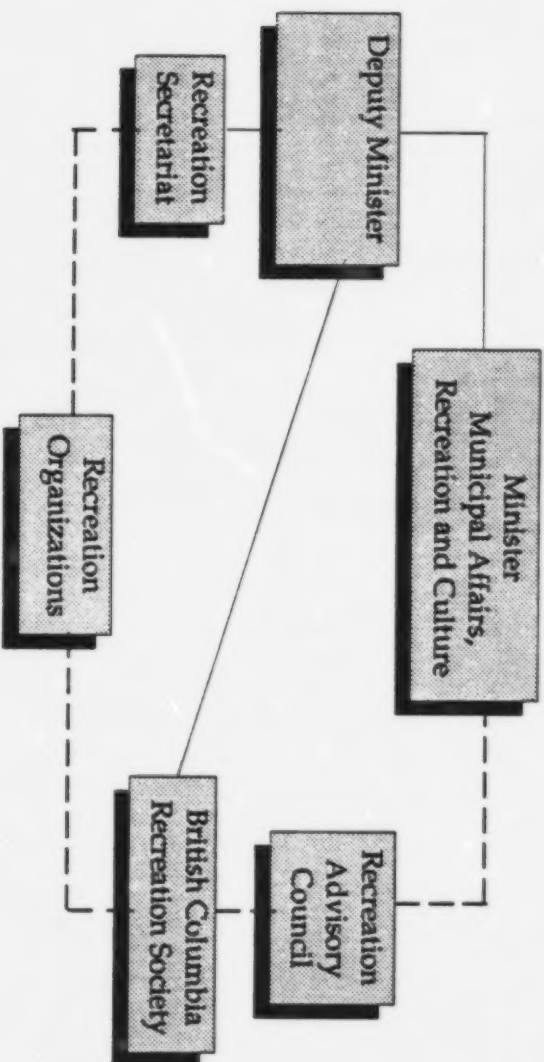
Figure 3 summarizes the proposed structure of the Recreation System.

The proposed structure is designed with the particular capacity to:

- Respond to the needs of the recreation system;
- Provide quality policy direction to the system;
- Maintain a community base;
- Provide stable, accountable and efficient funding;
- Provide effective information management and dissemination; and
- Provide effective communication, coordination, cooperation.

PROPOSED RECREATION SYSTEM STRUCTURAL OVERVIEW

Figure 3



RECREATION SECRETARIAT

Figure 4 outlines the structure of the proposed Recreation Secretariat¹³. This body is a small organization within the Ministry of Municipal Affairs, Recreation and Culture, managed by a Director reporting to the Assistant Deputy Minister, Culture, Recreation and Historic Resources Division.

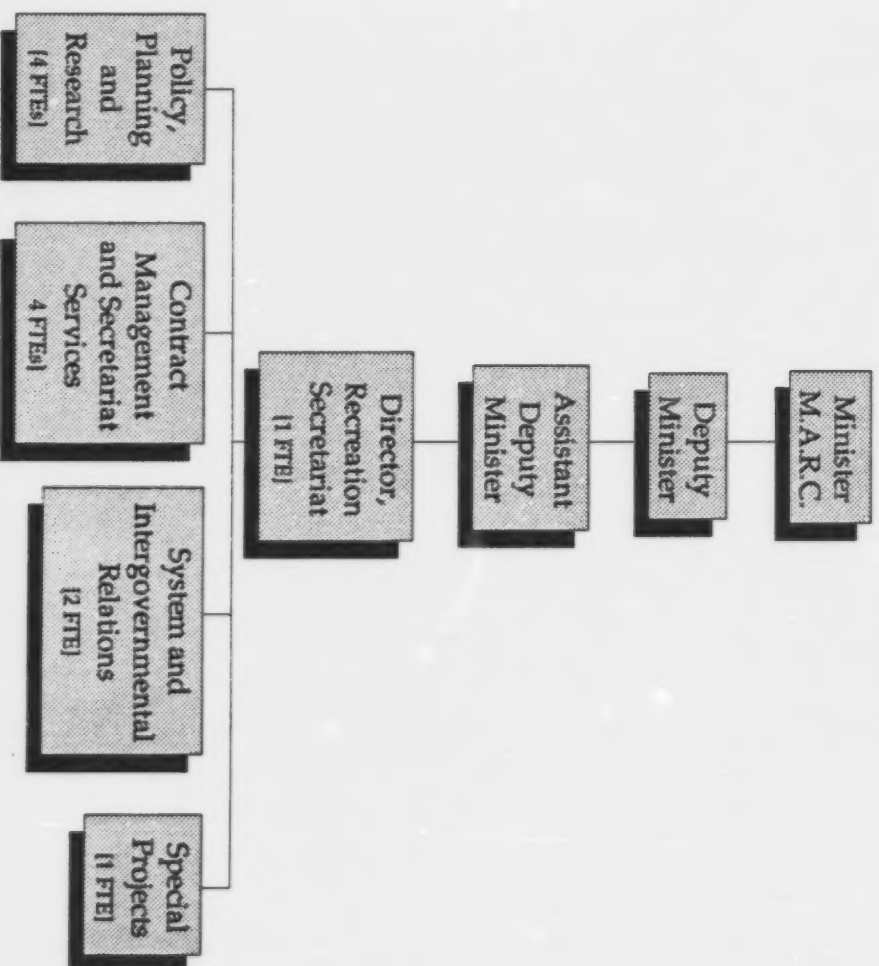
The Secretariat has four program areas: Policy, Planning and Research, Contract Management and Secretariat Services, System and Intergovernmental Relations, and Special Projects.

Functional Objectives

- Lead agency in the development of provincial policy direction and facilitation in recreation.
- Responsible for managing provincial funding of the B.C. Recreation Society.
- Responsible for administration of the Physical Fitness and Amateur Sport Fund.

Figure 4

**PROPOSED RECREATION SECRETARIAT
STRUCTURE AND FULL-TIME STAFF**



Total FTEs: 12

Location: Greater Victoria

Annual Budget: \$1,200,000

Policy, Planning and Research Section

Expressed Need

Some respondents believed that there should be a mechanism for government to:

"Gather on an international, national and regional level, data on trends, leading edge developments".¹⁴

Key Function

- Undertaking research, planning and policy development in recreation for the Ministry, B.C. Recreation Society and the Recreation Advisory Council.¹⁵
- Preparing detailed guidelines regarding the allocation of funding to the recreation community.

**Key Strategic Tasks/
Characteristics**

- Developing and maintaining a recreation data base for use by the recreation system.
- Developing goals and objectives with the recreation community toward which all agencies within the recreation community can strive.
- Monitoring and analysing recreation trends and issues to keep the provincial policy current and to alert recreation partners to these trends and issues.
- Undertaking, coordinating, encouraging and disseminating recreation information in the province.
- Conducting recreation program monitoring and evaluation.
- Encouraging the coordination of research through universities, other institutions and consultants on recreation.
- Developing updated provincial financial assistance guidelines.
- Assisting in the development of an inter-ministry and outdoor recreation strategy.
- Establishing safety, access and design standards for recreation facilities in the province.
- Determining the facility needs of the province on an ongoing basis.
- Working with the recreation system to encourage integration of special needs groups: youth, older adults, women, Native peoples, people with disabilities and the financially disadvantaged.

Contract Management and Secretariat Services Section

Key Function

Providing secretarial, administrative and contract management services to the Recreation Advisory Council and Secretariat.

**Key Strategic Task/
Characteristic**

Managing the agreement for financial assistance between the Ministry and the British Columbia Recreation Society.

System and Inter-governmental Relations Section

Expressed Need

Many people and groups commented on the need for better linkages within and between governments:

"Increased communication and collaboration between ministries is integral to the effective service delivery of recreation and sport."¹⁶

"Many ministries within government have overlapping recreation mandates. There is a need to coordinate their respective planning activities to minimize conflict and produce a better product."¹⁷

"Open up avenues of communication and promote networking between sport and recreation groups."¹⁸

Key Functions¹⁹

- Representing the Province of British Columbia in recreation matters involving other governments.
- Facilitating communication, coordination and cooperation among provincial stakeholders in recreation.

*Key Strategic Tasks/
Characteristics*

- Working with the recreation system in building and maintaining an integrated effective and efficient delivery system linking all parts of the system.
- Working with not-for-profit participation organizations such as the YMCA, YWCA and the Red Cross.
- Ensuring that as many stakeholders as possible are involved in making policy and planning decisions for the recreation system.
- Ensuring that the roles and responsibilities of the components of the recreation system are clarified and communicated on a regular basis.
- Working with the Ministry of Education to provide a variety of recreation activities, a positive attitude toward recreation and a sound philosophy of leisure.
- Working with the Ministries of Advanced Education, Education, School Boards, colleges, universities, technical schools and the B.C. Recreation Society to develop an integrated framework to maximize facility use and services to students and the community.
- With assistance of the Policy, Planning and Research Section and other ministries, facilitate the development of an inter-Ministry outdoor recreation strategy.
- Membership on inter-ministry and inter-governmental committees related to recreation such as the Inter-ministry Committee on Fitness and Health.
- Representing British Columbia on major games committees, such as the Canada Games and 1994 Victoria Commonwealth Games.
- Developing an annual forum or conference for holding ongoing and regular dialogue between the stakeholders in recreation.

Special Projects Section

Expressed Need

"I want to see us doing something a little bit more innovative."²⁰

Key Function

Undertaking special projects.

*Key Strategic Task/
Characteristic*

- Developing new program initiatives, pilot projects, program seeding and weaning.
- Evaluating and updating provincial funding guidelines in view of the Goals and Objectives.

RECREATION ADVISORY COUNCIL

Figure 5 outlines the structure of the proposed Recreation Advisory Council.²¹

Expressed Need

"The functions of the advisory council should be expanded to include a 'grant approval' and an 'appeal board'."²²

Functional Objective

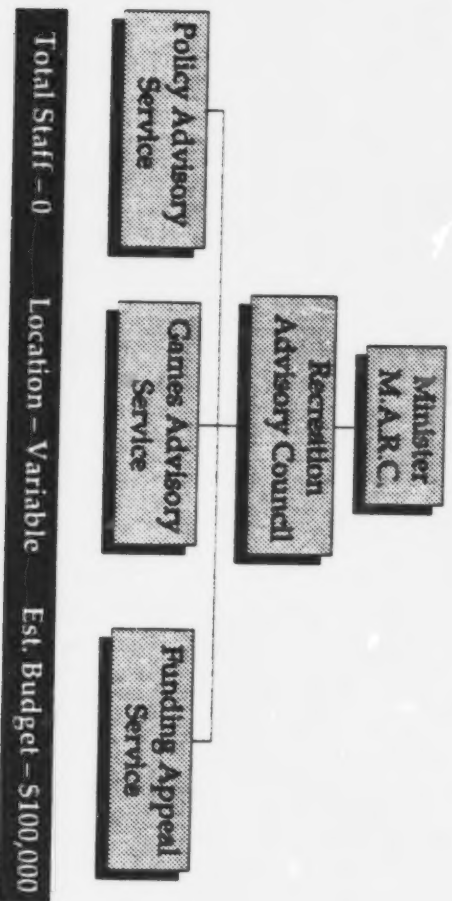
Providing advice to the Minister on matters pertaining to recreation.

Key Strategic Tasks

- Providing policy advice to the Minister on recreation matters.
- Providing recommendations to the Minister on the selection of multi-sport games and sites.
- Making recommendations to the Society Board of Directors on appeals to funding allocations by the Society.

PROPOSED RECREATION ADVISORY COUNCIL STRUCTURAL OVERVIEW

Figure 5



BRITISH COLUMBIA RECREATION SOCIETY

Figure 6 outlines the structure of the proposed British Columbia Recreation Society. In conjunction with the Minister of Municipal Affairs, Recreation and Culture, and through a Board of Directors and technical staff, the Society has responsibility for the delivery of recreation programs to the recreation community.

Appointment

The Committee suggests that eight founding members of the Society be appointed by the Minister. They should be members representing the larger public interest. Five additional founding members should be selected from the recreation community by the founding members. The technical component of the Society would be delivered by professional and support staff and consultants reporting to a Chief Executive Officer selected by the 13 member Board of Directors. Based in the Lower Mainland, the Society would be composed of three divisions: Participation Development Division, Management Services Division, and Sport Division.²³

Expressed Need

"Elite sports programs command too much of the Provincial Recreation and Sport Branch human and fiscal resources as just one area of public recreation. More emphasis should be placed at the grass roots / community level of recreation services".²⁴

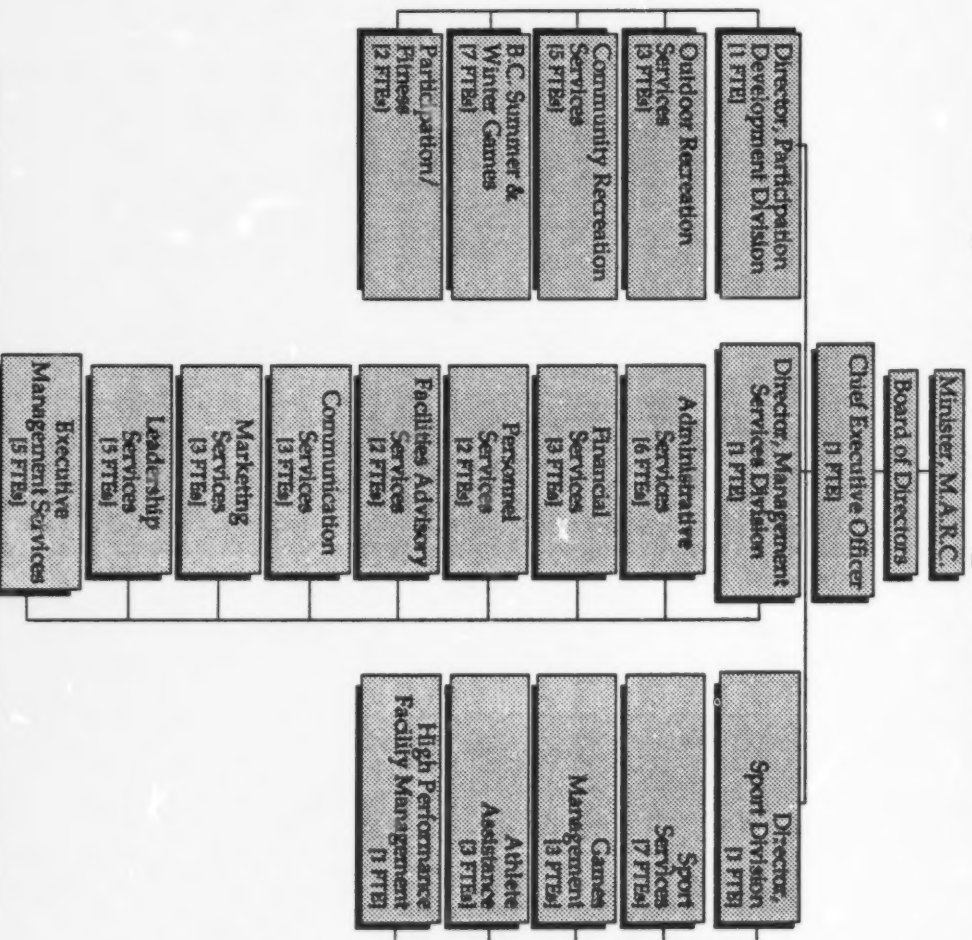
"The recreation and sport system could help us plan more effectively if we were assured of multi-year funding, if the Branch was moved to the lower mainland, and if the delivery system was streamlined".²⁵

Functional Objectives

To deliver programs in recreation that assist the recreation community to achieve high levels of participation and excellence.

British Columbia Recreation Society Proposed Staff Requirements

Figure 6



Total Staff - 60 FTEs Location - Lower Mainland Est. Budget - \$11,820,000.

**Key Strategic Tasks/
Characteristics**

- Lead Organization in British Columbia for the delivery of recreation programs that support and encourage participation and high performance in recreation.
- Encourages the recreation community to support the achievement of the goals and objectives of the recreation system.
- Separates Participation program delivery from Sport program delivery.
- Manages the Administration Centre.
- Provides executive managerial services to recreation organizations offering excellence programs.

PARTICIPATION DEVELOPMENT DIVISION

Figure 7 outlines the structure of the Participation Development Division.²⁶ Reporting to the Society C.E.O. through a Director, the Participation Development Division handles all program delivery dealing with the promotion of participation and fitness.

The Division has 4 service sections: Outdoor Recreation Section; Participation and Fitness Section; Community Recreation Section and the B.C. Summer and Winter Games Section.

Expressed Need

"Recognizing that participation is the seed to involve people into sports, there is a need for a stronger commitment to recreation".²⁷

"Rethink and establish new models for the organizing, financing, packaging and delivery of recreation services using fully integrated and cooperative models."²⁸

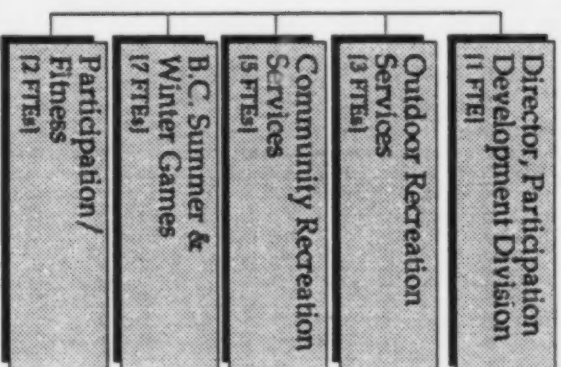
Functional Objective

To deliver programs that encourage participation and fitness and assist community and outdoor recreation organizations.

Key Strategic Tasks

- Manage the hosting of the British Columbia Summer and Winter Games.
- Facilitate and support the development of recreation opportunities and systems in urban and rural municipalities with limited resources.

Figure 7
Participation Development Division



Total Staff – 18 FTEs Location – Lower Mainland Est. Budget – \$6,940,000.

Outdoor Recreation Section

Expressed Need

"Outdoor Recreation activities should be considered high on the funding and priority list."²⁹

"B.C. is attractive to tourists because of its wilderness recreation activities; using the outdoors will enhance B.C.'s tourism potential."³⁰

Functional Objective

Provide professional advisory services in participation enhancement to the outdoor recreation community.

Key Strategic Tasks/ Characteristics

- Assist outdoor recreation organizations with input into the development of a provincial recreation strategy.
- Provide executive services to outdoor recreation organizations.

Community Recreation Services Section

Expressed Need

"There is an obvious lack of joint planning and cooperation in almost every municipality, which is simply a product of the communication lines, which go up and down the organizations, but little cross-feedback"³¹

"Help us tie into other, similar groups, so we can share ideas, experiences and information."³²

Functional Objectives

Provide professional advisory services to communities in the development, implementation and delivery of community recreation programs.

Provide professional advisory services in participation enhancement to recreation organizations.

Key Strategic Tasks/ Characteristics

- Develop strategies for assisting communities with limited resources, geographic limitations and lacking information bases.
- Develop Province-wide information networks linking communities with developed recreation programs to those that are under-developed.

B.C. Summer and Winter Games Section

Expressed Need

"The Summer and Winter games should be community mass participation events for the benefit of participants at all levels".³³

Functional Objective

To manage the British Columbia Summer and Winter Games Program.

*Key Strategic Tasks/
Characteristics*

- Provide financial and professional assistance to communities hosting the Games.
- Provide a mass participation recreation festival at the Provincial level.

Participation/Fitness Section

Functional Objective

To increase the level of participation and fitness in British Columbia.

**Key Strategic Tasks/
Characteristics**

- Develop ongoing programs for the promotion of the wellness benefits of participation and fitness.
- Provide financial and professional advisory assistance to organizations promoting wellness.
- Develop strategies to encourage participation and support in special needs areas such as youth, older adults, women, people with disabilities, Native peoples and the financially disadvantaged.
- Facilitate participation festivals such as the Native Games and Masters Games.

SPORT DIVISION

Figure 8 outlines the structure of the Sport Division.³⁴ Reporting through a Director to the Chief Executive Officer of the Recreation Society, the Sport Division handles all program delivery dealing with promotion of excellence in sport.

The Division has four program service areas: Sport Advisory Services Section; Multi-Sport Games Management Section; Athlete Services Section and High Performance Facility Management Section.

Expressed Need

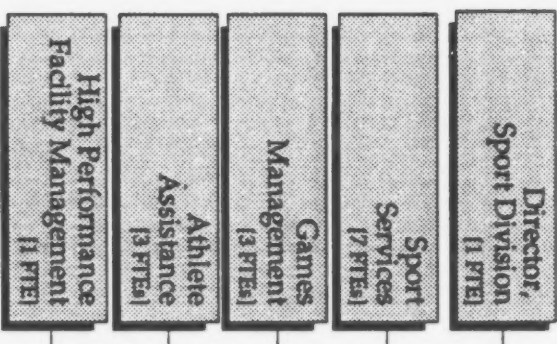
"The primary purposes of sport must continue to be the development of life skills, i.e. the development of fair and ethical personal habits, the establishment and development of personal relationships with peers and leaders, etc. The second mandate of sport should include the development of primary sports skill acquisition."³⁵

Functional Objective

To deliver programs and to provide services to provincial organizations that encourage and support the achievement of excellence in sport.

Figure 8

Sport Division



Total Staff – 15 FTEs Location – Lower Mainland Est. Budget – \$3,740,000.

**Key Strategic Tasks/
Characteristics**

- Provides technical advisory services to nationally recognized sport organizations offering excellence programs.
- Provides assistance to high performance athletes in their development, training, education and funding.
- Develops a strategy for holding multi-sport provincial championship events in communities within British Columbia.
- Manages provincial high performance facilities that may be constructed as a result of a provincial facilities plan or holding major games.

Sport Services Section

Functional Objective

To provide technical advice, liaison and leadership to sport organizations in British Columbia that offer excellence programs.

Key Strategic Tasks

- Provide ongoing technical, organizational and professional advice to sport organizations.
- Act as liaison between the provincial government and recreation organizations that provide high performance programs.

Games Management Section

Expressed Need

"The system should offer opportunities for participation and competition on a provincial level."³⁶

"Provincial level recreation and sport programs can better help our organization by assisting in organizing B.C. and regional championships."³⁷

Functional Objective

To provide assistance and support for B.C. teams at inter-provincial events such as the Western Canada Games and the Canada Games.

To provide assistance and support for holding individual and multi-sport provincial championships in communities in British Columbia.

Key Strategic Tasks/ Characteristics

- Establish guidelines for holding multi-sport championships.
- Provide advisory services to multi-sport championship organizing committees.
- Provide encouragement and support to communities interested in hosting multi-sport championships.

Athlete Assistance Section

Expressed Need

"The system needs to provide proper financial and social support for our best athletes."³⁸

Functional Objectives

To provide financial assistance and career counselling to high performance athletes in British Columbia.

Key Strategic Tasks/ Characteristics

- Manage financial services for high performance athletes.
- Manage awards, scholarships and other direct support for athletes.
- Encourage and support training and educational opportunities for athletes in schools, colleges and universities.
- Provide personal and career counselling services.

High Performance Facility Management Section

Expressed Need

"To maintain our performance level in the broader athletic arena there is a need for provincially managed high performance centres in the province".³⁹

Functional Objectives

To manage provincial high performance training centres and facilities, such as the proposed Commonwealth Centre for Excellence, so that British Columbia athletes can enjoy the best possible training opportunities.

Strategic Tasks/ Characteristics

- Ensure that high performance training facilities are designed, managed and scheduled in order to provide the best possible services to high performance athletes.
- Provide technical advice on the siting and construction of such facilities.
- Work with the Secretariat in providing technical facility input to the 1994 Victoria Commonwealth Games.

MANAGEMENT SERVICES DIVISION

Figure 9 outlines the structure of the Management Services Division.⁴⁰ Reporting to the Society C.E.O. through a Director, the Division handles all program delivery dealing with services in support of management in all areas of recreation.

This Division has eight program service sections: Administrative Services ; Financial Services; Personnel Services; Facilities Services; Communications Services; Marketing Services; Leadership Services and Executive Management Services.

Functional Objectives

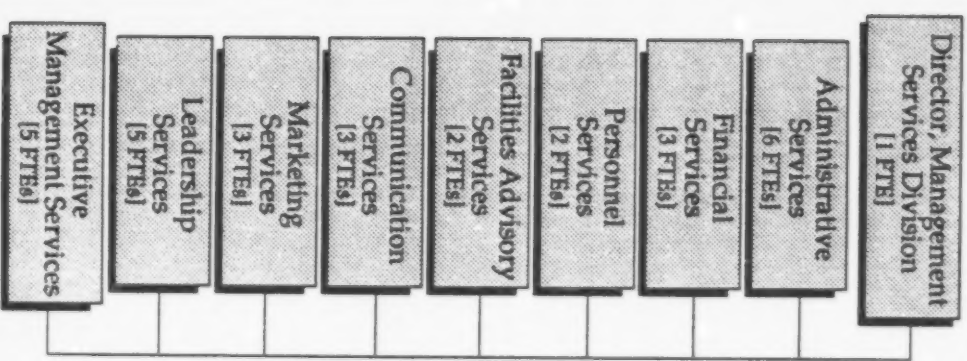
To deliver management support services to the Participation Development Division and the Sport Division.

To provide professional services to the recreation system in leadership development and facility management.

Key Strategic Tasks/ Characteristics

- Support of the recreation system by the provision of centralized managerial, administrative and technical services and facilities.
- Provide financial and professional advisory assistance for community facility development, retrofitting, upgrading, maintenance and operation.
- Promote private fund raising for recreation.
- Develop programs that encourage the protection of the mental and physical health and safety of the participant.
- Provide advisory services to municipalities, recreation organizations and the province regarding facility design, construction and operation.

Figure 9
Management Services Division



Total Staff – 27 FTEs Location – Lower Mainland Est. Budget – \$1,140,000.

Administrative Services, Financial Services, Personnel Services, Communications Services Sections

Functional Objective

To provide administrative, financial, personnel and communication services to the society and to the recreation community.

***Key Strategic Tasks/
Characteristics***

- Provide personnel with technical skills in each of the service areas as required throughout the system.
- Set up guidelines for the application of the services provided.
- Provide property management services for a recreation administrative centre.

Executive Management Services Section

Expressed Need

"There is a strong need to streamline the delivery of executive management services to recreation organizations by providing executive management service on a sharing basis to smaller organizations."⁴¹

Functional Objective

To provide executive management services on a share basis to smaller organizations.

Key Strategic Tasks/ Characteristics

- Make executive management assistance available to recreation organizations.
- Establish guidelines for providing executive management services to recreation organizations.

Facilities Services Section

Expressed Need

"We need advice on how to build and run facilities".⁴²

Functional Objective

- Provide financial assistance and professional advisory services to high performance facility development, operation and maintenance.

*Key Strategic Tasks/
Characteristics*

- Ensure that recreation facilities in the province are built and upgraded according to current standards of accessibility, safety, and technical design.
- Provide technical advice on facility management.

Marketing Services Section

Expressed Need

"The skills of recreation organizations in dealing with its public and with the corporate community need to be improved".⁹³

Functional Objective

To develop a strategy for marketing recreation to participants and the corporate community.

Key Strategic Tasks/ Characteristics

- Provide assistance to recreation organizations in developing skills for marketing their organization and its products and programs.
- Work with the corporate community on an ongoing basis to develop approaches to support recreation programs and activities.

Leadership Services Section

Expressed Need

"The system should continue to improve training programs so that athletes, coaches and volunteers are motivated to manage their own organizations utilizing municipal facilities."

Functional Objective

To develop and assist a province-wide coaching, officiating, administrative and volunteer training and support network.

To develop and implement a policy of recreation ethics, including the elimination of performance enhancing drugs and developing standards of fair play.

*Key Strategic Tasks/
Characteristics*

Ensure that coaching, officiating, administration and volunteer training opportunities in recreation are of the highest quality and equitably available to all segments of the recreation community.

OTHER ORGANIZATIONS

The proposed structure addresses those areas of the recreation system that are directly or indirectly under the *de jure* or *de facto* jurisdiction of the Minister of Municipal Affairs and Recreation and Culture.

We recognize that there are numerous organizations and agencies that play and will play a role in the achievement of the Goals and Objectives outlined in this report.

We recommend that the British Columbia Secretariat and the British Columbia Recreation Society work with these organizations and agencies for the betterment of recreation and the achievement of mutually beneficial goals and objectives.

Table I outlines key agencies having mandates and goals that are beneficial to the development of recreation in British Columbia with whom the Secretariat or Society should be actively involved

TABLE I
OTHER ORGANIZATIONS
KEY RELATED FUNCTIONS

AGENCY	KEY RELATED FUNCTION
MINISTRY OF ADVANCED EDUCATION	To undertake initiatives similar to those for the Ministry of Education, and in addition: To initiate effective scholarship programs that encourage the retention of recreation talent in the Province. To encourage universities to undertake and support recreation research and to provide recreation certification and degree programs. To participate in inter-ministry committees for promoting and furthering recreation.
MINISTRY OF EDUCATION	To reinstate recreation as an important aspect of education curriculum and to assume a lead role in the development of ethics, values and positive attitudes towards recreation in school aged youth. To provide the general public, recreation organizations and municipal recreation agencies with access to the facilities of educational institutions. To develop joint agreements between school boards and their respective communities for the use of facilities. To participate in inter-ministry committees for promoting and furthering recreation.

AGENCY	KEY RELATED FUNCTION
MINISTRY OF ENERGY, MINES AND PETROLEUM RESOURCES	To contribute to the development of an outdoor recreation strategy for B.C. To participate in inter-ministry committees for promoting and furthering recreation.
MINISTRY OF THE ENVIRONMENT	To play a central role in the development of an outdoor recreation strategy for B.C. To participate in inter-ministry committees for promoting and furthering recreation.
MINISTRY OF FORESTS	To participate in the development of a recreation strategy for B.C. To participate in inter-ministry committees for promoting and furthering recreation.
MINISTRY OF HEALTH	To participate on inter-ministry committees and undertake joint projects and programs with provincial and community jurisdictions and special needs groups in furthering wellness.
MINISTRY OF PARKS	To contribute to the development of a recreation strategy for B.C. To participate in an inter-ministry committee to further recreation.
MINISTRY OF TOURISM AND PROVINCIAL SECRETARY	To contribute to the development of a recreation strategy for B.C. To participate in an inter-ministry committee to further recreation.

IMPACT ON EXISTING STRUCTURES

The Action Challenge Committee recognizes that the new recreation structure will require adjustments to the present system, ranging from minor shifts of emphasis to wholesale revisions. This section of the report attempts to identify those parts of the system which will be most affected by the new structure.

SPORT AND RECREATION DIVISION, MINISTRY OF MUNICIPAL AFFAIRS, RECREATION AND CULTURE

Impact on Human Resources

- Transfer of up to 14 positions to the British Columbia Recreation Society.
- Possible transfer of up to 14 positions from Greater Victoria to the Lower Mainland.
- Retraining and development of some staff may be required.

Impact on Function

- Will become the Recreation Secretariat.
- Will no longer be involved in established program delivery and recreation organization funding processes.

CULTURAL SERVICES BRANCH, MINISTRY OF MUNICIPAL AFFAIRS, RECREATION AND CULTURE

Will be asked to assist in a review of the working relationship of community recreation organizations and community arts organizations.

ARCHAEOLOGY AND OUTDOOR RECREATION BRANCH, MINISTRY OF MUNICIPAL AFFAIRS, RECREATION AND CULTURE

The Ministry should review the role of this organization in the outdoor recreation area to determine potential opportunities.

B.C. SUMMER AND WINTER GAMES SOCIETY

The Society will be disbanded and the B.C. Summer and Winter Games contract will be transferred to the B.C. Recreation Society, Participation Development Division.

Impact on Human Resources

No obvious financial or functional impact. Possible relocation to lower mainland.

B.C. SUMMER AND WINTER GAMES ADVISORY COMMITTEE

Will be disbanded

SPORT AND RECREATION ADVISORY COUNCIL

Will become the Recreation Advisory Council.

Impact on Function

Added to the existing function of policy advisory services to the Minister will be advisory services on Games site location selection recommendations and an appeal function for funding decisions of the B.C. Recreation Society.

SPORT B.C.

Will undergo significant shift in focus and function.

Impact on Function

Will no longer operate the Recreation and Sport Administration Centre. The Centre's printing services will be encouraged to operate without subsidy.

Impact on Human Resources

Staff holding Recreation and Sport Administration Centre positions will be encouraged to apply for positions in the B.C. Recreation Society, Management Services Division.

BRITISH COLUMBIA RECREATION AND PARKS ASSOCIATION

Impact on Function

Support for existing programs which are operated for the Province by the British Columbia Recreation and Parks Association (the Leadership Development Program, Fitness Leadership Registration Program and the Registration Program for Recreation Practitioners) will be transferred to the Management Services Division of the B.C. Recreation Society from the Sport and Recreation Division.

OUTDOOR RECREATION COUNCIL

Impact on Function

Support for existing programs which are operated for the Province by the Outdoor Recreation Council may be transferred to the Participation Development Division of the B.C. Recreation Society.

OTHER EXISTING UMBRELLA ORGANIZATIONS AND RECREATION AND SPORT ASSOCIATIONS

Impact on Function

No significant functional change with two exceptions:

- Current service contracts may be transferred to the B.C. Recreation Society.
- Funding of all organizations will be reviewed in light of the degree to which they meet the goals and objectives of the new structure.

Impact on Human
Resources

Existing executive management services from the Province will be amended and will be replaced with either shared funding for one Executive Director to service several smaller organizations, or, for larger organizations, assistance in the retention of a full-time Executive Director. Organizations meeting certain standards of need will be encouraged to employ the Executive Director services offered by the Recreation Society.

MUNICIPAL GOVERNMENTS

Will be asked to coordinate the development and best use of community resources through cooperative ventures, including joint planning, information exchange, program and facility sharing with School Boards, Colleges, Universities and Technical Institutions as appropriate.

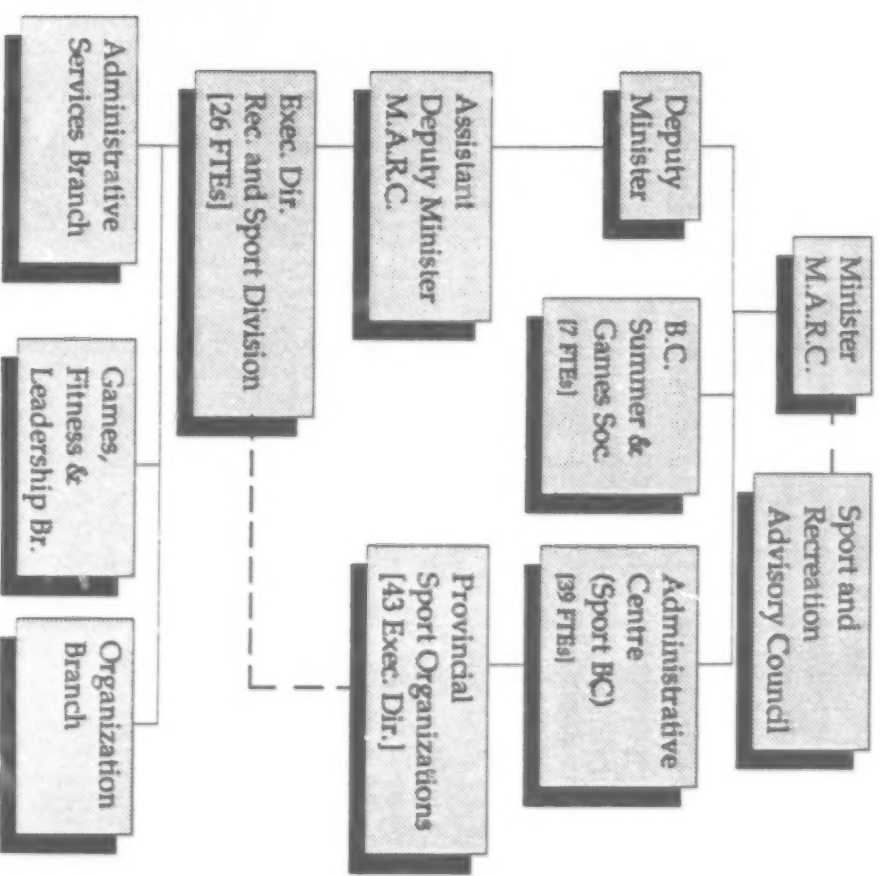
STAFFING

The FTE summary on Figure 10 outlines the existing distribution of FTEs in the components of the system in which the Minister has direct or indirect jurisdiction.⁴⁵

The current system has 72 FTEs either employed, or partially or fully funded by the Province. In addition, 43 organizations receive a total of \$500,000. in annual support from the Province to fill full time Executive Director positions. While these staff are employed by the individual organizations, they are counted as additional staff. In the proposed structure we anticipate that this number will be reduced through a rationalization of staffing for small organizations. Until the guidelines are implemented, it is impossible to know how many positions will be required. Therefore, we have not included any number in our staffing estimates.⁴⁶

Figure 10

**CURRENT STRUCTURE
STAFFING REQUIREMENTS**

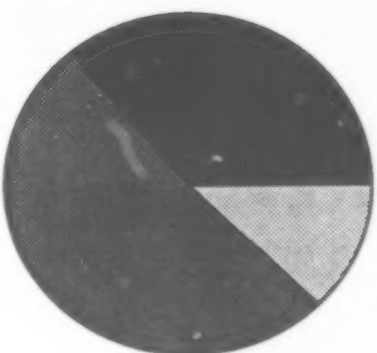


Positions in the proposed structure will be drawn from the existing system, approximately as shown in Figure 11.

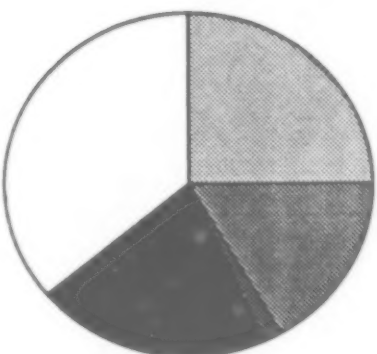
Figure 11

**PROPOSED RECREATION STRUCTURE
STAFFING SUMMARY**

Source



Allocation



- 26 Sports and Recreation Division
- 39 Recreation and Sport Admin. Centre
- 7 B.C. Games

72 Total Staff

- 18 Participation Development Division
- 25 Management Services Division
- 15 Sport Division
- 1 Chief Executive Officer
- 12 Secretariat

72 Total Staff

FINANCING

FINANCING THE SYSTEM

There are three provincial sources for funding the recreation system: funding allocated directly by the legislature (vote), support from the Lotteries Fund and funding from the Physical Fitness and Amateur Sport Fund.

Figures 12, 13 and 14 outline the existing provincial funding sources and funding distribution of

Figure 12
Current Expenditure Budget, 1989-90
(Lotteries)

(Total Expenditure: \$13.12 million)

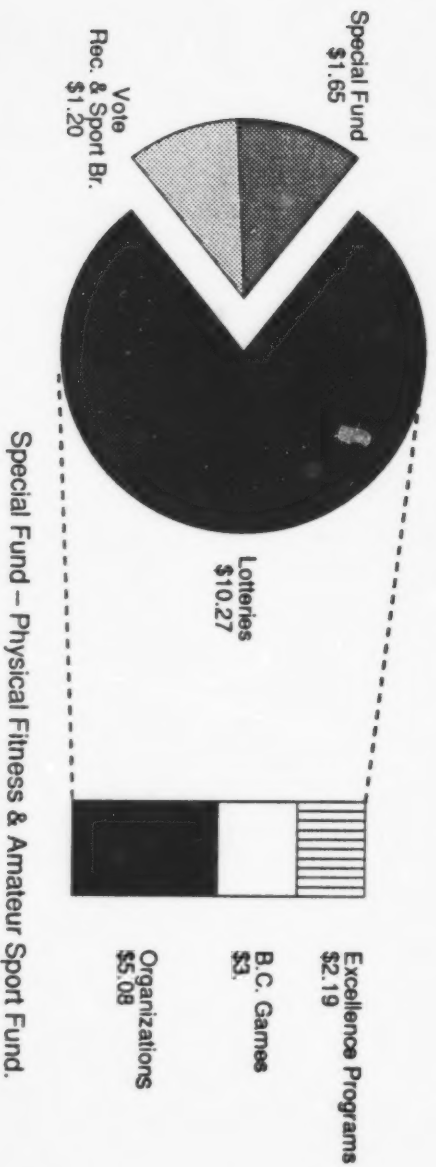
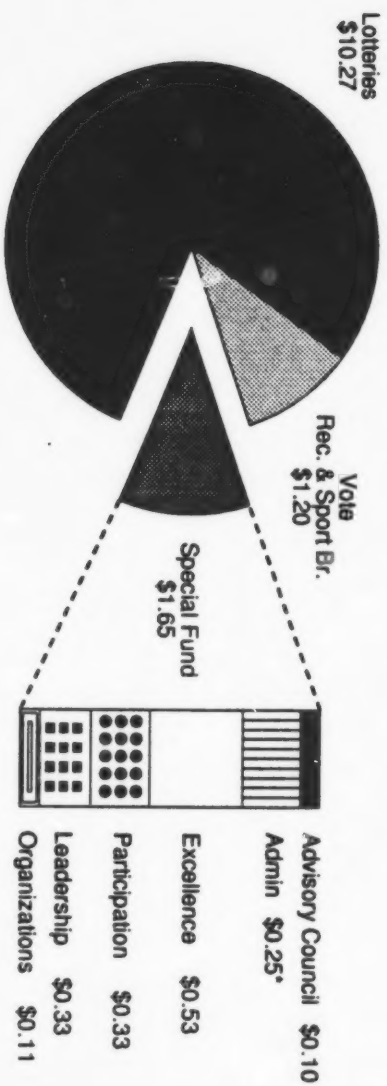
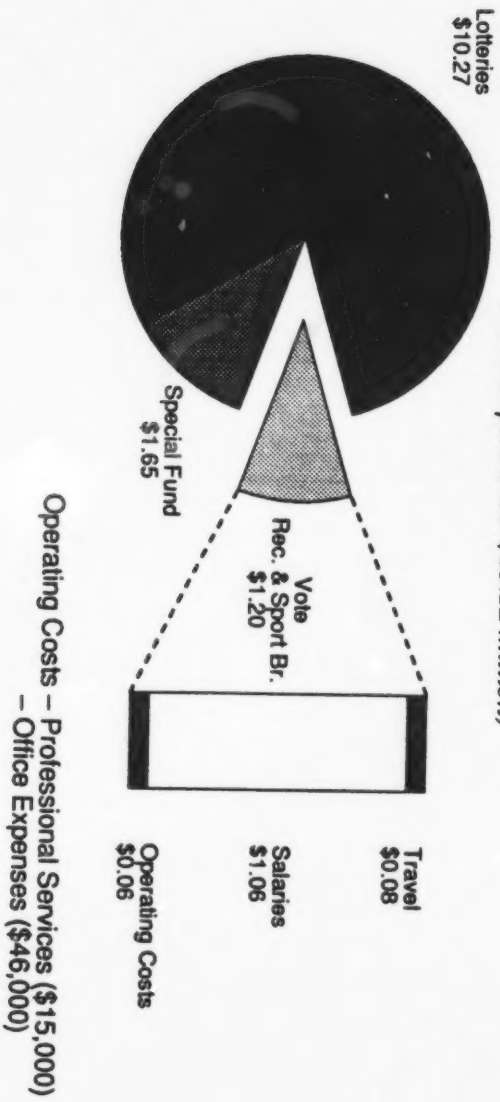


Figure 13
Current Expenditure Budget, 1989-90
(Special Funding)
(Total Expenditure: \$13.12 million)



Special Fund - Physical Fitness & Amateur Sport Fund.
Support for organization administration

Figure 14
Expenditure Budget, 1989-90
(Vote)
(Total Expenditure: \$13.12 million)



the current Sport and Recreation System.
Figures 15, 16 and 17 indicate the proposed distribution of Lotteries, Special Fund and Vote funding respectively to the major program areas.

Figure 15
Proposed Recreation Structure
Budget (Lotteries)
(Total Expenditure: \$13.12 million)

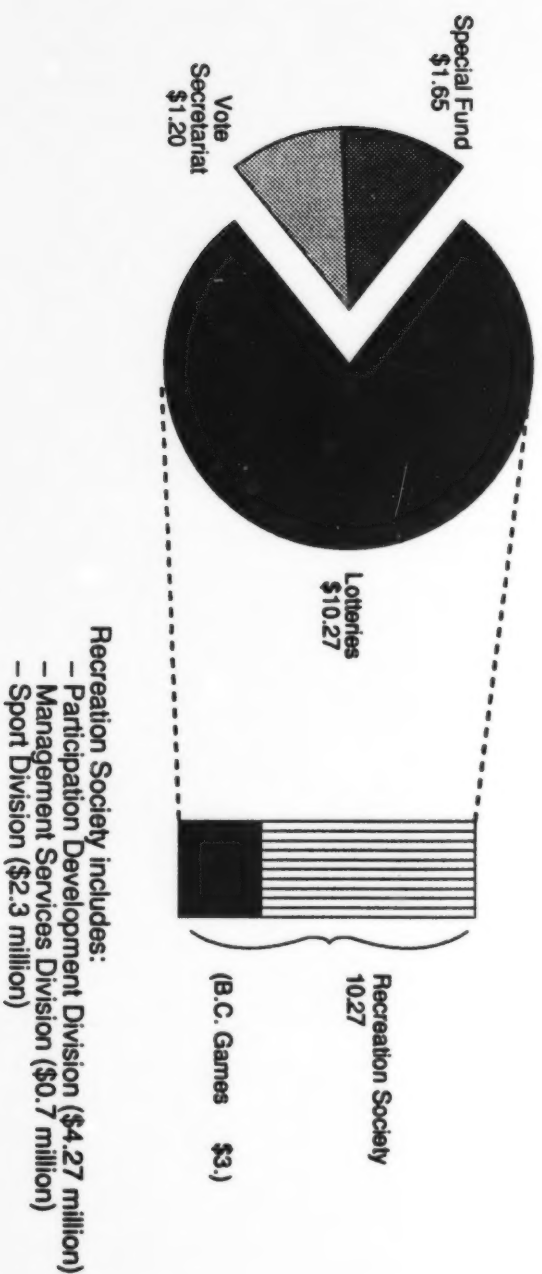


Figure 16
Proposed Recreation Structure
Budget (Special Fund)
(Total Expenditure: \$13.12 million)

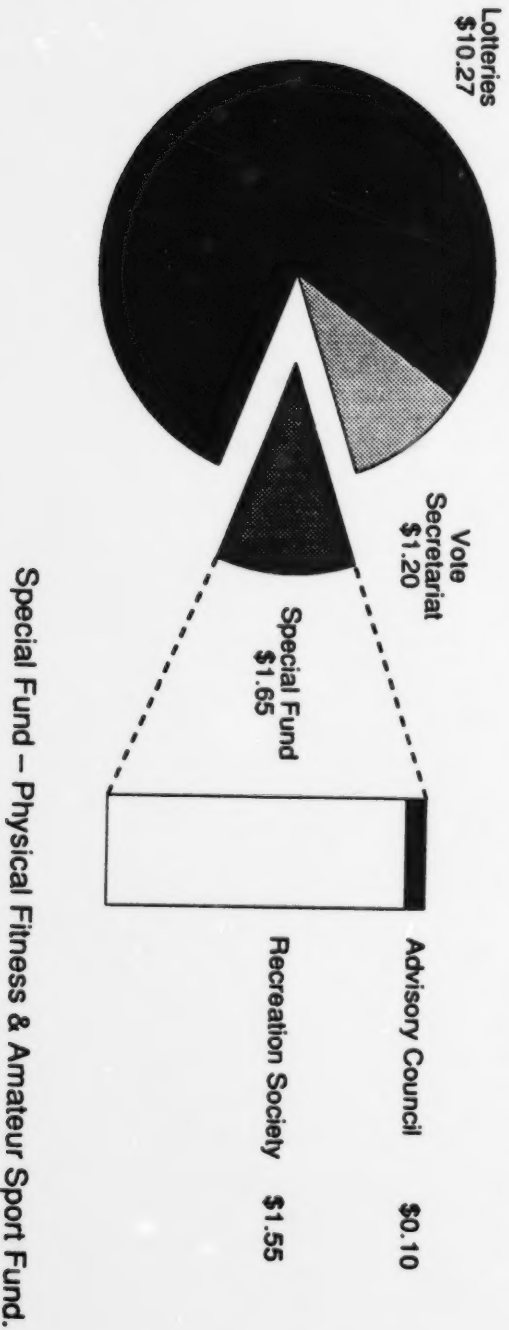


Figure 17
Proposed Recreation Structure

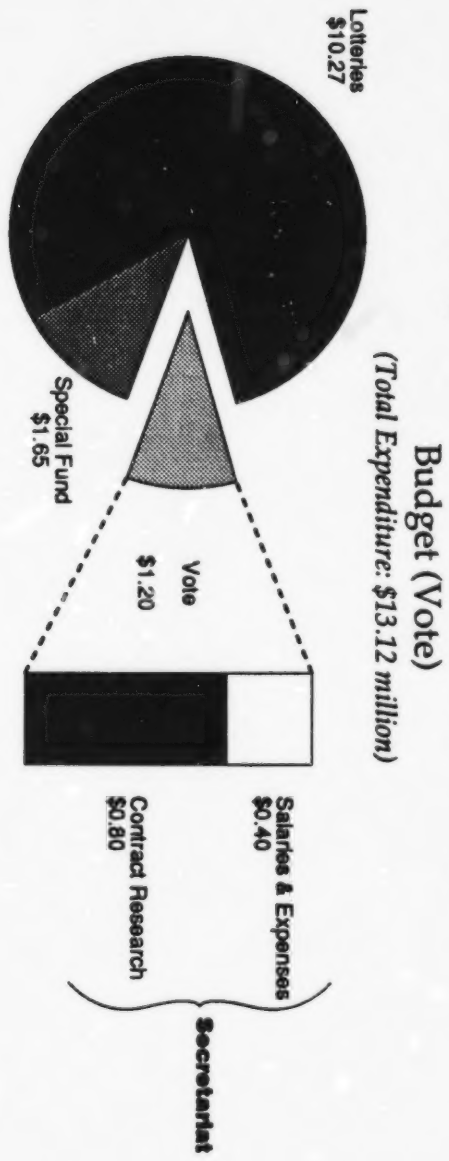
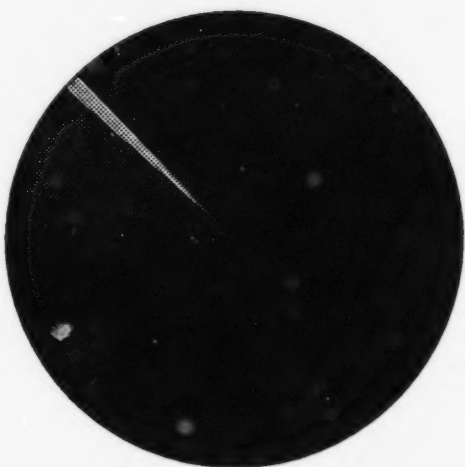


Figure 18 Proposed Recreation Structure

(Total: \$13.12 million)



Recreation Advisory Council
\$.10 M

Secretariat
\$1.20 M

Recreation Society
\$11.82 M

Changing Financial Needs

Figure 18 indicates the total allocation of funding to of the new organization.

The Action Challenge Committee suggests that while most of the proposed system can operate within the financial parameters previously outlined, some proposed functions will not be able to be funded sufficiently through efficiencies created by the new system.

New Initiatives

Additional funds will be required to meet the following objectives.

- Developing avenues for providing assistance for facility development, retrofitting and upgrading.
- Support for holding multi-sport provincial championships in various communities throughout the province.
- Development of a coaching, officiating and training network.
- An annual forum/conference for the recreation community.

Changing Environment

Because of major changes in the operating environment of recreation organizations, the Committee recommends that the system be enhanced to reflect:

- Changes in international, national and provincial standards for recreation facilities and programming, both activity specific technology and basic structural design.
- Recognition of the needs for access to facilities and programming for people with physical disabilities.
- A need for a Provincial Facilities Plan and a means for its implementation.
- The significant and ongoing growth in the population of British Columbia.
- An increasing demand for recreation programs and services.
- Changing environments where costs have increased and demands have changed focus.
- Reduction in real funding owing to inflation.

Stability

Expressed Need

On numerous occasions the committee was apprised of the need for funding stability. For example,

"The recreation and sport system could help us plan more effectively if we were assured of multi-year funding..."^v

It is essential that the recreation community be allowed to plan its activities and programs with confidence for longer than annual periods. Currently, depending on the Budget process, the bulk of funding is allocated 2 - 3 months into the fiscal year. The proposed multi-year funding will lead to more efficient and effective program delivery and greater commitment and continuity in the service provided to participants by the system.

The Committee recognizes the limitations of the annual budgetary cycle of government but also notes that the source of funding determines the timing and stability. Allocations through voted funding is marginally predictable in amount and is dependent on when the estimates of the Ministry of Municipal Affairs Recreation and Culture are passed.

Lottery funding is also marginally predictable in amount and is dependent on timing and approvals of applications to the Minister of Tourism, Provincial Secretary for funding and on when that ministry's vote is passed.

Funding from the Physical Fitness and Amateur Sport Fund is relatively predictable in amount and is available on April 1 of each year. This Special Fund, therefore, has characteristics upon which stability and predictability in funding can be based.

THE COMMITTEE RECOMMENDS THAT MULTI-YEAR FUNDING BE IMPLEMENTED FOR A PORTION OF THE TOTAL FUNDING ALLOCATED TO RECREATION ORGANIZATIONS THAT QUALIFY⁴⁸ FOR SUCH FUNDING.

THE COMMITTEE RECOMMENDS THAT THE PHYSICAL FITNESS AND AMATEUR SPORT FUND BE EMPLOYED TO CREATE THE FUNDING STABILITY REQUIRED FOR MULTI-YEAR PLANNING.

Proposed Funding

New Initiatives

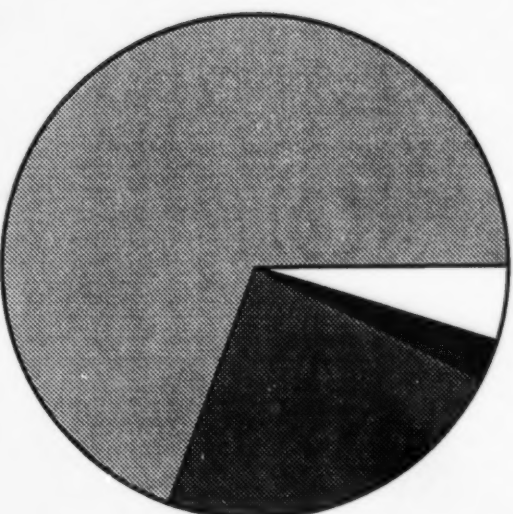
Support required for new initiatives is outlined in Figure 19.

The Committee recommends that the Minister identify funding of \$2.15 million in order that these significant new initiatives can be implemented.

Figure 19

ANNUAL ESTIMATED COSTS OF NEW INITIATIVES

Funding Breakdown



\$ M New Initiative

- 1.5 Community Facilities Development/Upgrading
- 0.5 Multi-Sport Provincial Championships
- 0.05 Recreation Forum
- 0.1 Leadership Network
- 2.15 Total**

Physical Fitness and Amateur Sport Fund

The Physical Fitness and Amateur Sport Fund was created in 1969 at \$20,000,000. and currently stands at \$20,390,000. Annual interest payments of \$1,650,000. are employed as revenue for "The promotion of physical fitness of, and participation in amateur sport by, residents of the province.... Expenditures consist of grants to physical fitness and amateur sport projects, groups and organizations. Administration costs are funded through voted appropriations."

In view of the proposed new initiatives, changing financial needs and the need to support longer term planning by the system in general and organizations specifically,

THE COMMITTEE RECOMMENDS THAT THE PROVINCE OF BRITISH COLUMBIA CONSIDER INCREASING THE PHYSICAL FITNESS AND AMATEUR SPORT FUND BY \$10,000,000. PER YEAR FOR THE NEXT TEN YEARS.

Figure 20 outlines the impact of this enhancement on the Physical Fitness and Amateur Sport Fund. This figure indicates that the Physical Fitness and Amateur Sport fund will increase gradually over time and in amounts that dictate a phasing in of the new initiatives described earlier. Those initiatives can be fully operational in fiscal year 1994/95.

Figure 20

PROPOSED PHYSICAL FITNESS AND AMATEUR SPORT FUND
1990 - 2000

Year	Fund (\$M)	Revenue (\$M) ⁵⁰	Revenue After Inflation(\$M) ⁵¹
89/90	20	1.65	.70
90/91	30	2.32	1.05
91/92	40	3.1	1.4
92/93	50	3.6	1.75
93/94	60	4.34	2.1
94/95	70	5.06	2.45
95/96	80	5.78	2.8
96/97	90	6.5	3.15
97/98	100	7.23	3.5
98/99	110	7.95	3.85
99/2000	120	8.67	4.2

⁵⁰ 7.5%, Physical Fitness and Amateur Sport Fund.

⁵¹ Physical Fitness and Amateur Sport Fund corrected for inflation (7.5% - 4.0%).

System Funding

Figure 21 outlines the impact on funding to the recreation system of this proposal to the year 2000.⁵² After 1994/95, funding over and above the current new initiatives will be directed towards needs identified by system through program reviews and changes in the recreation environment.

Figure 21
PROPOSED RECREATION SYSTEM REVENUE (\$ M)
1990 - 2000

Year	Lottery Fund Revenue	Vote Revenue	PFASFS ⁵³	Total Revenue	Total Revenue ⁵⁴ After Inflation
89/90	10.27	1.2	1.65	13.12	12.17
90/91	10.27	1.2	2.32	13.79	12.52
91/92	10.27	1.2	3.10	14.57	12.87
92/93	10.27	1.2	3.60	15.07	13.22
93/94	10.27	1.2	4.34	15.81	13.57
94/95	10.27	1.2	5.06	16.53	13.92
95/96	10.27	1.2	5.78	17.25	14.27
96/97	10.27	1.2	6.50	17.97	14.62
97/98	10.27	1.2	7.23	18.7	14.97
98/99	10.27	1.2	7.95	19.42	15.32
99/2000	10.27	1.2	8.67	20.14	15.67

⁵³ 7.5%, Physical Fitness and Amateur Sport Fund.

⁵⁴ Lottery plus Vote plus 3.5% Physical Fitness and Amateur Sport Fund.

Figure 22 outlines how the Action Challenge Committee views funding being allocated to the system in:

- Year 0, in which no new funding is provided;
- Year 1, in which the increase to the Physical Fitness and Amateur Sport Fund is initiated;
- Year 5, in which current new initiatives are fully operational, and ongoing adjustments to environmental shifts are enhanced

Figure 22
FUNDING ALLOCATION (\$ M)⁵⁵

Recipient	Year 0 ⁵⁶	Year 1	Year 5
British Columbia Recreation Secretariat	1.2	1.25 ⁵⁷	1.45 ⁵⁸
British Columbia Recreation Society Participation Development Division	6.94	6.94	7.14 ⁵⁹
Sport Division	3.74	3.77 ⁶⁰	4.29 ⁶¹
Management Services Division	1.14	1.17 ⁶²	2.79 ⁶³
British Columbia Recreation Advisory Council	.10	.10	.20 ⁶⁴
Total	13.12	13.23	15.87

⁵⁵ Assumes adjustments to Lotteries funding and Voted funds in response to inflation, and annual \$10M introduced to PFASF with revenue at 7.5% less inflation of 4%.

⁵⁶ No interest earned.

⁵⁷ Funding for Recreation Forum.

⁵⁸ Funding for enhanced Recreation Forum and for response to changing needs.

⁵⁹ Funding for enhancement of the system in response to environmental changes.

⁶⁰ Funding for Multi-Sport Provincial Championships.

⁶¹ funding for enhanced Multi-Sport Provincial Championships and for response to changing needs.

⁶² Funding for Leadership Network and Facilities Program.

⁶³ Funding for enhanced Leadership Network and Facilities Program and for response to changing needs.

⁶⁴ Funding for enhancement of the system in response to environmental changes.

IMPLEMENTATION

COMMUNITY RESPONSE

The implementation of this proposal may have a significant impact on the recreation system and will create some costs to facilitate the changes.

WE RECOMMENDED THAT THE REPORT BE RELEASED WITH THE AIM OF SOLICITING THE VIEWS AND IDEAS OF KEY ORGANIZATIONS IN THE RECREATIONS SYSTEM.

FINANCING THE CHANGE

The implementation of the proposal will create costs in the following areas:

- Staff relocation costs.
- Possible staff severance costs.
- Costs of office move to Lower Mainland.
- Costs of office move within Lower Mainland.
- Implementation Costs—temporary redundancy in staff during period of transition.

GOVERNMENT PROCESS

Implementation of the restructuring recommendations must be undertaken with the approval of the Minister and possibly Cabinet through recommendations of the Cabinet/Caucus Committee on Privatization (Restructuring).

TRANSITION PERIOD

Implementation must involve considerable attention being given to a well-structured transition period so that:

- The recreation community is not negatively affected by the alterations;
- Key programs can continue to operate with minimal disruption; and
- Less significant programs can be phased out with minimal impact.

SCHEDULE

Appendix K outlines a preliminary schedule for the implementation of the proposed structure.



THE
Action
CHALLENGE

SECTION 4:
APPENDICES

APPENDIX A
THE ACTION CHALLENGE

Committee members

Mr. Peter W. Webster (Chair)

Mrs. May Brown

Ms. Bonnie Gordon

Mr. W. R. (Butch) Green

Mr. Robert Vaughan

Mr. Harry Diemer (Project Director)

Ms. Suzanne Shaw (Office Manager)

Ms. Carol Judd (Editorial Consultant)

Consultants

Economic Planning Group: David Hall, Dinah Whyte

James Howe: Audio Specialist

C. M. Judd Consulting: Carol Judd

Polycynet Communications Ltd: Patrick McDonough, David Fenn

PRP Parks: Research & Planning Inc: Bruce K. Downie

Vrlak, Robinson, Hayhurst Communications Ltd.

Capital Stenographic Services

Project Reports

Polycynet Communications Ltd

An Examination of Sport and Recreation Framework

*Studies into Sport & Recreation: Benefits, Alternative Frameworks, Definitions
A Definitional Study of Sport and Recreation*

*Economic and Social Benefits of Recreation and Sport to British Columbia
System Reorganization*

Economic Planning Group of Canada

Demographic and Social Trends Affecting the Future of Sport and Recreation

Discussion Paper Response Analysis

PRP Parks: Research and Planning Inc.

Organizational Structure: The Sport and Recreation System in British Columbia

The Challenge of Action Challenge: The Sport and Recreation System in British Columbia

APPENDIX B

1. PRESENTATIONS/SUBMISSIONS TO THE COMMITTEE

Alliance for Health & Fitness, Richmond. B.C.
 Mr. Steve Armitage
 Athletics and Recreation Services, University of Victoria
 B.C. Federation of Naturalists
 B.C. Recreation and Parks Association
 B.C. Recreation Facilities Association
 B.C. Rhythmic Sportive Gymnastics Federation
 B.C. School Sports
 B.C. Table Tennis Association
 B.C. Volleyball Association
 B.C. "Y" Area Council
 Board of Parks and Recreation, City of Vancouver
 British Columbia Colleges' Athletic Association
 Camosun College, Victoria, B.C.
 Canadian Figure Skating Association, B.C. Section
 Canadian Mental Health Association, North Shore
 Canadian Red Cross Society
 Canadian Ski Association
 Canadian Wheelchair Sports Association, B.C. Section
 Canoe Sport
 Cariboo Regional District
 Mr. Herb Challier
 City of Dawson Creek
 City of Enderby
 City of Vancouver
 Commonwealth Games Society of Victoria
 Creston Recreation Commission
 Department of Athletics, University of British Columbia
 District of Chetwynd
 District of Maple Ridge
 Federation of Individuals & Dog Organizations
 Mr. Flip Fillipelli
 Fitness & Wellness Committee, Sport and Recreation
 Advisory Council
 Football B.C.
 Government of Canada, Department of Communications,

Arts and Policy Planning

Mr. Al Heather

Mr. Mike Horsey

Miss Susan Hutchinson

Mr. Russell Kisby, Participation Canada

Miss Lena Larson

Mrs. Grace M. McCarthy, M.L.A.

Ministry of Education

Maple Ridge Parks and Recreation Commission

Ministry of Environment

Ministry of Finance and Corporate Relations

Ministry of Health

Ministry of International Business and Immigration

Ministry of Native Affairs

Ministry of Regional Development and Ministers of State

Ministry of Social Services and Housing

Miss Marguerite Morrison

Multigames Task Force, Sport and Recreation Advisory

Committee

North Vancouver Recreation Commission

Mr. Julian Nowicki, Deputy Minister, Alberta Recreation
and Parks

Outdoor Recreation Council of British Columbia
Recreation and Sport Branch, Ministry of Municipal
Affairs, Recreation and Culture

Mr. Colin Reid

Richmond Lions Long Term Care Society
Rowing B.C.

Simon Fraser Athletics, Simon Fraser University, Burnaby
Sport & Fitness Council for the Disabled
Sport B.C.

Sports Medicine Council of B.C.

Mr. John Stothart

Student Ancillary Services, University of Victoria
Swin B.C.

Synchro Swim B.C.

Therapeutic Recreation Program, Douglas College
Vancouver Rowing Club

Vancouver Volunteer Centre

Women in Sport and Physical Activity Committee

YMCA of Vancouver
YWCA of Vancouver

2. DISTRIBUTION OF DISCUSSION PAPER

Assembly of B.C. Arts Councils
B.C. Association of Community Colleges
B.C. Government Ministries
B.C. Recreation and Parks Association
B.C. Recreational Facilities Association
B.C. School Sports
B.C. Sports Hall of Fame
British Columbia Colleges' Athletic Association
Mayors and Municipal Councils
Members of the Legislative Assembly
Native Sport Organizations
Native Tribal Councils of British Columbia
Outdoor Recreation Council of British Columbia
Municipal Recreation Commissions
Regional Districts
Sport B.C.
Sport Governing Bodies

TOTAL **2,100 Papers**

3. SUMMARY OF DISCUSSION PAPER RESPONSES

173 Organizations have returned a completed ACTION CHALLENGE questionnaire.
These organizations represent a variety of interests and include the following:

31 Municipal Governments
9 Regional Districts
8 Representatives of the Provincial Government
23 Competitive Activity Groups
37 Recreational Activity Groups
3 University Representatives
6 Community College Representatives

- 13 High School Representatives
- 2 Other Educational Institutions
- 31 Umbrella Organizations
- 33 Single Activity Organizations
- 7 Special Interest Groups
- 6 Individuals

APPENDIX C

EVALUATION OF SYSTEM STRUCTURE ALTERNATIVES

STRUCTURE

A) Maintain Status Quo

Drawbacks

Numerous program changes required
Low flexibility to adjust to change
Low accountability by recreation community
Low responsiveness
Low program and cost effectiveness
Program delivery distant from client group
Unstable funding
High bureaucracy
Inflexible staffing capability
Limited mandate
Minister exposed to conflict
Little ownership by community
Unnecessary costs

Benefits

No disruption to system
High control
High accountability by government
High profile for Ministry

B) Program Delivery by Society

Drawbacks

Management of contract with Society (AFA)
Less control
Less accountability by Province
Disruption to system
Lower profile for Ministry

Benefits

High flexibility in staffing
High facility to adjust to change
High accountability by recreation community
High program and cost effectiveness
More stable and flexible funding
Highly responsive to clients and environment
Highly flexible mandate development
Efficient program delivery
Client focussed
Product oriented
Focussed programming
Lower government involvement
Lower investment to administration.
Higher ownership by community
Less bureaucracy

C) Program Delivery by more than one Society

Drawbacks

As in B) except
Much more administration of contracts with societies
Even less control
Inter-Society conflict
Higher cost of administration
High bureaucracy

Benefits

As in B) except
Recreation versus sport conflict eliminated from boards
Higher client focus

D) Program Delivery by Crown Corporation

Drawbacks

As in B) except
Low control
Even less profile
Legislation required
Even less accountability
Creation of Corporation

Benefits

As in B) except
Less administration
High mandate flexibility
High staffing flexibility

E) Contracting out Program Delivery

Drawbacks

Highly restricted assignment flexibility
High administrative cost
Loss of program delivery to contract profits

Benefits

Program flexibility
High control
Higher Ministry profile

F) Foundation

Drawbacks

As in D) except
Must create Foundation
Less flexibility in mandate

Benefits

As in D) except
No legislation required

APPENDIX D

RECREATION ADVISORY COUNCIL
ORGANIZATION DESCRIPTION

1. FUNCTIONAL OBJECTIVE
Provide advice to the Minister on matters pertaining to recreation.
2. PRODUCT(S)
Advice, reports and recommendations.
3. REPORTING STRUCTURE
To the Minister on policy and site selection and to the Board of the Society on funding appeals.
4. CLIENTS
Minister of Municipal Affairs, Recreation and Culture, Recreation, sport community, Recreation Society.
5. FUNCTIONAL RELATIONSHIPS
Provides policy and site selection advice recommendations to the Minister of Municipal Affairs, Recreation and Culture; hears appeals from the recreation community and makes recommendations to the Society regarding appeals of funding decisions; staffing provided by the Recreation Secretariat.
6. FINANCING
Physical Fitness And Amateur Sport Fund.

APPENDIX E

RECREATION SECRETARIAT ORGANIZATION DESCRIPTION

1. FUNCTIONAL OBJECTIVE

Lead agency in the development of provincial policy and facilitation in recreation.

2. PRODUCT(S)

Provincial policy direction, support services to Recreation Society Board of Directors and the Recreation Advisory Council, Agreement for Financial Assistance with Society Board, inter/intra-governmental liaison, main access to policy development system by community, provincial facility design and operation standards, provincial funding policy, recreation research, recreation data base development, new initiative testing, system liaison support.

3. REPORTING STRUCTURE

To the Ministry through the Assistant Deputy Minister, Culture, Recreation and Historical Resources and the Deputy Minister on policy related matters, to the Chief Executive Officer of the Society and Council Chairman on service related matters.

4. CLIENTS

Recreation Society Board of Directors and staff, Recreation Advisory Council, other ministries, other governments, recreation community.

5. FUNCTIONAL RELATIONSHIPS

Provides professional policy, planning and research services for the Ministry, secretariat services to the Society and Council, manages Agreement for Financial Assistance development and implementation with Society Board of Directors, policy and issue liaison services to recreation community, liaison and joint program development with other governments, liaises with recreation community regarding the measure and evaluation of the expenditure of public funds.

6. FINANCING

Vote

7. ADDITIONAL FUNCTIONS

Ensure that there are sufficient opportunities for access to recreation programs and activities.

Encourage the recognition of special needs populations.

Facilitation and development of mass participation opportunities.

Facilitation and development of excellence in recreation.

Policy, Planning and Research

Assess provincial resources and their allocation.

Contribute to the development of new program initiatives, pilot projects, program seeding and weaning.

Ensure a balanced approach to sport and recreation development.

Develop a provincial leadership strategy in order to continue the involvement of volunteer and professional practitioners.

Identify and monitor the recreation development needs of B.C. and ensure that they are communicated in the development of recreation programs and services.

Ensure a balanced approach to recreation development.

Develop a provincial leadership strategy in order to continue the involvement of volunteer and professional practitioners.

Identify and monitor the recreation development needs of B.C. and ensure that they are communicated in the development of recreation programs and services.

Ensure that the participant in recreation receive the maximum possible benefit of the maximum possible proportion of public funds.

Research the value of recreation.

Research ethical behaviour and values in recreation.

Research the economic impact, tourism, employment opportunities in recreation and contribution of recreation to the quality of life of British Columbians.

Develop programming accessibility, qualification and certification standards.

Contract Management and Secretarial Services

Undertake the administration of the management unit.

Monitor the progress towards the stated objectives for recreation through the Agreement for Financial Assistance with the British Columbia Recreation Society.

System and Inter-Governmental Relations

Represent and lead the Province in federal/provincial issues such as event site selection, multi-sport games, shared projects and delivery of federal programs.

Develop effective and working inter-ministerial liaison and cooperation and coordination and joint project involvement.

Encourage the Recreation Society to meet the Province's goals and objectives for recreation.

APPENDIX F

BRITISH COLUMBIA RECREATION SOCIETY
ORGANIZATION DESCRIPTION

1. FUNCTIONAL OBJECTIVE

To deliver programs in recreation that assist the recreation community to achieve high levels of participation and excellence.

Ensure appropriate and equitable distribution of available funds for the recreation community.

2. PRODUCT(S)

Support services in administration, executive management, finance, personnel, office space, organization funding, professional and technical advisory services in marketing, development and operation, communications, facilities design and leadership development.

3. REPORTING STRUCTURE

Board of Directors reports to the Minister and to Society members.

4. CLIENTS

Recreation community, Ministry of Municipal Affairs, Recreation and Culture, and municipalities.

5. FUNCTIONAL RELATIONSHIPS

Provides support services to recreation organizations and sport organizations, provides financial support services (including grants) in the program delivery of organizations, undertakes special projects on behalf of the recreation community.

Reports and liaises with the Minister on achievements, the AFA and policy matters, liaises with the Council on funding decisions and with the Recreation Secretariat on policy, recreation system liaison and evaluation matters.

6. FINANCING

Vote, Lottery Fund and the Physical Fitness And Amateur Sport Fund.

APPENDIX G

BRITISH COLUMBIA RECREATION SOCIETY PARTICIPATION DEVELOPMENT DIVISION FUNCTIONS

1. FUNCTIONAL OBJECTIVE

To deliver programs that encourage participation and fitness and assist community and outdoor recreation organizations.

2. PRODUCT(S)

Professional, executive and technical services to outdoor and community recreation organizations and municipal government, programs promoting and facilitating participation and fitness, management and holding British Columbia Summer and Winter Games.

3. REPORTING STRUCTURE

Division reports to the Chief Executive Officer, Recreation Society.

4. CLIENTS

Outdoor recreation organizations, community recreation organizations, provincial recreation organizations, Games hosting communities, municipalities, sport organizations, Ministry of Municipal Affairs, Recreation and Culture, Recreation Advisory Council, Recreation Society Board of Directors, other governments.

5. FUNCTIONAL RELATIONSHIPS

Provides professional, technical and executive support services to the recreation organizations, provides financial support services to organizations, undertakes special projects on behalf of the recreation community, liaises with the recreation community to encourage and promote participation and fitness, supports municipalities in the management and holding of the B.C. Games. Liaises with the Advisory Council on funding appeals, recommends funding allocations to the Board through the Chief Executive Officer, liaises with the Recreation Secretariat on policy and program development, recreation system liaison and evaluation matters.

6. FINANCING

Vote, Lottery Fund and the Physical Fitness and Amateur Sport Fund.

7. ADDITIONAL FUNCTIONS

Provide financial assistance and professional consultative services in organizational development, participation opportunities, technical programs and services, sport sciences and sport marketing.

Facilitate and support planning, research and evaluation activities by recreation organizations.

Provide policy and planning assistance to recreation organizations.

Promote, facilitate and support holding events and competitions.

Recommend to the Society board the distribution of funds to community recreation groups.

APPENDIX H

BRITISH COLUMBIA RECREATION SOCIETY MANAGEMENT SERVICES DIVISION FUNCTIONS

1. FUNCTIONAL OBJECTIVE

To deliver management support services to the Participation Development Division and the Sport Division.

To provide professional services to the recreation system in leadership development and facility management.

2. PRODUCT(S)

Administration, personnel and financial services, professional facility advisory services, marketing services, communications services, coaching/training/officiating networks, organizational development services, volunteer development and network services, ethics and value leadership, including liaison with the Sports Medicine Council, office space support management services.

3. REPORTING STRUCTURE

Management Services Division reports to the Chief Executive Officer, Recreation Society.

4. CLIENTS

Participation Development Division, Sport Division, recreation organizations, sport organizations, games teams, municipalities, communities, athletes, Ministry of Municipal Affairs, Recreation and Culture, Recreation Advisory Council, Society Board of Directors, other governments.

5. FUNCTIONAL RELATIONSHIPS

Provides management services to the Participation Development Division, Sport Division, recreation organizations and sport organizations, provides marketing, leadership, communication, facilities advisory and support services to recreation organizations, sport organizations, community organizations, athletes and municipalities through the Participation Development and Sport Divisions, liaises with the Recreation Secretariat regarding policy and program development, reports to the Society Board of Directors through the Chief Executive Officer.

6. FINANCING

Vote, Lottery Fund and the Physical Fitness and Amateur Sport Fund.

7. ADDITIONAL FUNCTIONS

Administer the distribution of financial resources to the recreation community.

Facilitate and assist in the development of quality leaders and related volunteer staff including coaching, officiating, administration and technical services.

Promote recreation as appropriate areas for corporate sponsorship and rewarding areas for volunteer work.

APPENDIX J

BRITISH COLUMBIA RECREATION SOCIETY SPORT DIVISION FUNCTIONS

1. FUNCTIONAL OBJECTIVE
To deliver programs that encourage and support excellence in sport.
2. PRODUCT(S)
Professional, executive and technical services to sport organizations, management of British Columbia's contribution to inter-provincial, national and international games, management of provincially owned and operated high performance facilities, support hosting multi-sport provincial championships, athlete counselling, athlete support, sport awards, support of the B.C. Hall of Fame.
3. REPORTING STRUCTURE
Division reports to the CEO, Recreation Society.
4. CLIENTS
Sport organizations, games teams, municipalities, communities hosting provincial championships, athletes, Ministry of Municipal Affairs, Recreation and Culture, Recreation Advisory Council, Society BOD, other governments.
5. FUNCTIONAL RELATIONSHIPS
Provides professional, technical and executive support services to sport organizations, provides financial support services to organizations, undertakes special projects on behalf of the sport community, liaises with the sport community to encourage and promote excellence, supports municipalities and sport organizations in the holding of provincial championships, liaises with the Advisory Council on funding appeals, recommends funding allocations to the BOD through the CEO, liaises with the Recreation Secretariat on policy and program development, recreation system liaison and evaluation matters.

6. FINANCING

Vote, Lottery Fund and the Physical Fitness and Amateur Sport fund.

7. ADDITIONAL FUNCTIONS

Facilitate and support planning, research and evaluation activities by recreation organizations.

Providing policy and planning direction to recreation organizations.

Ensure that programs facilitate and support the development of excellence in sport.

Manage the formation and attendance of British Columbia athletes at inter-provincial, Western Canada and major multi-sport games.

Recommend to the Board of the Recreation Society, the distribution of funds.

Provide financial assistance and professional consultative services to operation and maintenance, pursuit of excellence, sport administration and organizational development, technical programs and services, sport sciences.

Promote, facilitate and support the hosting of events and competitions.

APPENDIX K

IMPLEMENTING THE PROPOSED STRUCTURE

Implementation Strategy	Schedule
We recommend the following steps:	
1. Meet with Minister, Municipal Affairs, Recreation and Culture.	Sept. 1989
2. Prepare submission to the Cabinet/Caucus Committee on Privatization based on the report seeking approval for restructuring.	Oct.-Nov. 1989
3. Initiate negotiations regarding the impact of the restructuring on existing staff.	Dec. 1989
4. On the Minister's instructions, assist in the selection, recruitment and appointment or confirmation of founding members/ Board of Directors for the Recreation Society of British Columbia and the Recreation Advisory Council.	Dec. 1989 - Feb. 1990
5. Board of Directors and Minister select Chief Executive Officer.	Mar/April 1990
6. The Board of Directors, Chair of the Recreation Advisory Council, Chief Executive Officer of the Recreation Society and the Assistant Deputy Minister, Culture, Recreation and Historic Resources Division, develop detailed organizational designs (structure, generic staffing, function, resourcing) for the Recreation Secretariat, the Recreation Society and the Recreation Advisory Council based on the report.	Feb.-Apr. 1990

Implementation Strategy	Schedule
7. With advice of the Board of Directors and Chair of the Recreation Advisory Council and the assistance of the Recreation Secretariat, establish a 3 year transition plan which transfers program delivery functions, assigns resources and identifies staffing for the Recreation Society of British Columbia and the Recreation Secretariat.	Apr. 1990
8. Assist the Board of Directors, the Recreation Secretariat and the Recreation Advisory Council in implementing the transition plan.	Apr. 1990- Mar. 1993

Endnotes

- ¹ See Appendix A for the membership of The Action Challenge Committee.
- ² Please refer to Appendix G for details of the proposed functions of the Participation Development Division and Appendix H for details of the Sport Division.
- ³ Please refer to Appendix A for reports produced on behalf of The Action Challenge Committee.
- ⁴ Please refer to p. 57 for a description of the proposed organizational structure.
- ⁵ Policynet report to Action Challenge Committee, quoting Recreation and Sport Branch, *Defining the Role of the Public and Private Sector*, 1984.
- ⁶ Note that the Ministry of Municipal Affairs, Recreation and Culture has recently completed studies in Cultural Arts (Art Reach), Libraries (A New Approach), and Heritage Conservation (Project Pride). We also felt that it would be inappropriate for this study to revisit those areas.
- ⁷ Derived from Joffe Dumazeau, *Society Of Leisure*.
- ⁸ Derived from *Canadian Parks / Recreation Association* (Edmonton, 1974), abbreviated and updated.
- ⁹ Derived from *Alberta Recreation And Parks*.
- ¹⁰ See Appendix B for a listing of people and groups who spoke with the committee.
- ¹¹ Please refer to Appendix A for consultants' reports.
- ¹² This and all quotations in this report were provided by responses to the Discussion Paper. In this case the statement was made by an individual.
- ¹³ See Appendix B for a detailed description of the Recreation Secretariat.
- ¹⁴ Response from a Municipal Government.
- ¹⁵ Please see Figure 4, Recreation Secretariat.
- ¹⁶ Response from Provincial level recreation and special needs group.
- ¹⁷ Response from Municipal Government.
- ¹⁸ Response from Competitive Sport, single activity group.
- ¹⁹ See Appendix E for detailed description of System and Inter-Governmental Relations Section.
- ²⁰ Response from University.
- ²¹ See Appendix D for detailed description of the Recreation Advisory Council.
- ²² Response from Sport Organization.
- ²³ See Appendix F for detailed description of the B.C. Recreation Society.
- ²⁴ Anonymous response.
- ²⁵ Competitive activity group.
- ²⁶ See Appendix G for a detailed description of the Participation Development Division.
- ²⁷ Anonymous response.
- ²⁸ Individual response.

- ²⁹ Response from Provincial Organization.
- ³⁰ Response from Recreation Association.
- ³¹ Response from large municipal government.
- ³² Response from recreation activity group.
- ³³ Anonymous response.
- ³⁴ See Appendix J for a detailed description of functions of the Sport Division.
- ³⁵ Response from large municipal government.
- ³⁶ Response from municipal government.
- ³⁷ Response from High School
- ³⁸ Response by sport organization.
- ³⁹ Action Challenge Committee's response to the situation in British Columbia.
- ⁴⁰ See Appendix H for a detailed description of functions of the Management Services Division.
- ⁴¹ Action Challenge response to recreation community indicators.
- ⁴² Response from municipality.
- ⁴³ Action Challenge analysis of responses of presenters.
- ⁴⁴ Response from small municipal government.
- ⁴⁵ For the purposes of this report, FTEs represent government employees, employees at existing non-government organizations, or contracted individuals.
- ⁴⁶ See the guidelines for the Executive Management Support Section in the proposed structure, p. 87.
- ⁴⁷ Response by Competitive Activity Group.
- ⁴⁸ Qualifications to be determined.
- ⁴⁹ *Province of British Columbia, Estimates, 1989/90*, p. 146.
- ⁵² Assuming constant Vote and Lottery allocations